



LDF



WIGAN LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY



Waste Final Topic Paper 12

AUGUST 2011

Core Strategy Submission Version



Places Directorate
www.wigan.gov.uk/ldfcorestrategy

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ONE

Introduction

Purpose of this document

1.1 This is Topic Paper 12 on 'waste'. It is one of 13 topic papers that we have produced to help ensure that our Local Development Framework Core Strategy is properly backed by robust and credible evidence. The 13 topic papers are:

1. Health and recreation
2. Community safety and neighbourhood quality
3. Community development and involvement
4. Education and learning
5. Economy and employment
6. Housing
7. Retail and centres
8. Accessibility
9. Built environment and landscapes
10. Wildlife habitats and species
11. Energy
12. Waste
13. Natural resources and pollution

1.2 Each topic paper provides a summary and analysis of the evidence which informs the Core Strategy and the Sustainability Appraisal. The evidence is set out in detail in a series of evidence reviews of the same name which sit alongside the topic papers. This topic paper focuses on policy CP15 'Waste'.

1.3 We have combined the evidence gathering stages for both the Core Strategy and the Sustainability Appraisal, to streamline the documentation produced and avoid duplication. This has ensured that sustainable development is embedded in the process of producing the Core Strategy. This topic paper also sets out how we have engaged with the community and other stakeholders and established the legality and soundness of the policies. More details of this are set out in section 9 'An assessment of legality and soundness'.

1.4 Each topic paper can be read in isolation but, inevitably, there are important related matters in other topic papers and evidence reviews. The key related topic areas for waste are:

- Wildlife habitats and species
- Natural resources and pollution
- Energy.

1.5 Rather than preparing an additional report on climate change, we have considered this important theme within each topic paper. This is to make sure that it is not viewed as a 'stand alone' issue.

How the Local Development Framework will be used

1.6 The Local Development Framework is the planning strategy for the borough. The Core Strategy is the principal development plan document in our Local Development Framework. It sets out what development is needed for the next 10-15 years, where this will go and how it can be achieved. For the most part the details will be determined in other policy documents that will make up the Local Development Framework. These will include an Allocations and Development Management Plan, area action plans and supplementary planning documents. All of these other documents will have to conform to the Core Strategy and be equally founded on a robust and credible evidence base.

1.7 We have to work with national and European legislation on Sustainability Appraisal and national and regional planning policy. Of particular importance to waste are Planning Policy Statement 10: Planning for Sustainable Waste Management and the Regional Spatial Strategy, which is currently part of the development plan for the Borough but will be revoked once the Decentralisation and Localism Bill is enacted.

1.8 As a borough we produce too much waste and still send most of it to landfill sites. It is a wasted resource. Recycling rates are low but rising. We need to identify appropriate sites and areas to provide facilities for re-use, recycling and waste recovery. The process of identifying sites and areas for the development of waste management facilities is being undertaken through the Greater Manchester Joint Waste Development Plan Document.

How the Sustainability Appraisal framework will be used

1.9 The purpose of the Sustainability Appraisal is to appraise the social, environmental and economic effects of strategies and policies in the documents that form the Local Development Framework. This has been done from the outset in preparing the Core Strategy to ensure that decisions are made that accord with sustainable development.

1.10 A framework of sustainability objectives has been used to test and ask questions of each approach considered in the Core Strategy. The appraisal process has a number of set stages that must be followed, but each stage was revisited as new information became available.

1.11 This topic paper contains the information we have used to help us establish the issues for waste. This information has helped us to establish a set of sustainability objectives and sub-questions to tackle these issues - see section 8 'Our sustainability framework'

Viewing documents

All documents related to the Core Strategy are available to view on our website at: www.wigan.gov.uk/ldfcorestrategy.

Paper copies of the Core Strategy, Sustainability Appraisal and the 13 Topic Papers are also available at:

- All our public libraries (except the children's library)
- Wigan Town Hall*
- Wigan Life Centre, College Avenue, Wigan, WN1 1NJ*

** Until January 2012, when documents will be available at The One Stop Shop, Wigan Life Centre, The Wiend, Wigan, WN1 1NH*

TWO

Key plans, policies and strategies reviewed

2.1 This section focuses on the most relevant published plans, policies and strategies for waste in Wigan Borough and draws out the key messages for the Core Strategy and Sustainability Appraisal. The key plans, policies and strategies which provide support for policy CP15 are:

International / European plans, policies and strategies

- EU Directive on the Landfill of Waste (99/31/EC). The objective of this directive is to prevent or reduce as far as possible negative effects on the environment from the landfilling of waste, by introducing stringent technical requirements for waste and landfills. The directive is intended to prevent or reduce the adverse effects of the landfill of waste on the environment, in particular on surface water, groundwater, soil, air and human health and introduces a requirement to minimise the landfilling of waste.

National plans, policies and strategies

Planning Policy Statement 10: Planning for Sustainable Waste Management (2005)

Planning Policy Statement 10 states that planning authorities should:

- Help deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option.
- Provide a framework for communities to take more responsibility for their own waste and enable provision of waste management facilities to meet their needs.
- Help implement the national waste strategy and obligations under European legislation and support other controls such as the Waste Management Licensing Regulations, 1994.

- Help secure the recovery or disposal of waste without harm to human health or the environment and enable waste to be disposed of in one of the nearest appropriate installations.
- Protect Green Belts but recognise the particular locational needs of some types of waste management facilities.
- Ensure the design and layout of new development supports sustainable waste management.

2.2 Other key national plans, policies and strategies which provide support for policy CP15 include:

- **Waste Strategy for England (2007)** - This is part of the implementation for England of the requirements within the Framework Directive on Waste and associated directives, to produce waste management plans. These are the national level documents of a tiered system of waste planning in England.
- **National Waste Strategy (2000) & Waste not, Want not (2002)** - This strategy and review deals principally with household waste, which is dealt with through the councils role as both waste collection and waste disposal authority. However, its role as waste planning authority needs to reflect the approaches to waste management in the Local Development Framework.
- **Minerals Planning Statement 1: Planning and Minerals (1996)** - This sets out the Government's national planning policies for minerals planning. It has implications for the amount of land needed for disposing of minerals waste as it adopts a hierarchical approach to minerals supply, firstly to reduce as far as practicable the quantity of material used and waste generated; then to use as much recycled and secondary material as possible; before finally securing the remainder of material needed through new primary extraction.

Regional / sub regional plans, policies and strategies

North West of England Plan - Regional Spatial Strategy to 2021

The Regional Spatial Strategy forms part of the development plan for the borough, setting the context for our Core Strategy and other development plan documents. Policies of particular relevance to waste are:

Policy EM10: A Regional Approach to Waste Management- Requires the provision of sustainable waste management infrastructure, facilities and systems and sets regional targets for zero municipal waste growth; for reuse, recycling or composting; for recovered value; and for growth and recycling of commercial and industrial waste.

Policy EM11: Waste Management Principles- The following sequence of initiatives should be followed: waste minimisation; maximise reuse of waste; composting or recycling; intermediate treatment; treatment to deal with hazardous materials; production of refuse-derived fuels; recovery of energy from residual waste; and the disposal of residual waste by land-filling, including the recovery of energy from landfill gas where practicable.

Policy EM12: Locational Principles - Communities should take more responsibility for their own waste. Final residue should be disposed of in one of the nearest available installations. The unnecessary carriage of waste over long distances should be avoided, taking into account the availability of sustainable transport infrastructure such as rail or water transport.

Policy EM13: Provision of Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities - Provide for an appropriate type, size and mix of development opportunities to support, bring forward and safeguard sites for waste management facilities that will deliver the capacity needed.

Policy EM14: Radioactive Waste - Support the North West as a centre for nuclear fuel fabrication, reprocessing, radioactive waste management and decommissioning.

2.3 Other key regional or sub-regional plans, policies and strategies which provide support for policy CP15 include:

- **The emerging Greater Manchester Joint Waste Development Plan Document** - The ten councils in Greater Manchester are producing a Joint Waste Development Plan Document for Greater Manchester. The Joint Waste Plan will include detailed

development control policies and the identification of preferred areas and sites for a range of waste management facilities required up until 2025. The plan has been through an examination-in-public and is due to be adopted early in 2012.

- **Regional Waste Strategy for the North West (North West Regional Assembly, 2004)** - This aimed to contribute to the sustainable development of the North West region by developing waste management systems that will reduce waste generation; lessen the environmental impacts of waste production; improve resource efficiency; stimulate investment; and maximise the economic opportunities arising from waste in line with specific targets.
- **Study to fill Evidence Gaps for Commercial & Industrial Waste Streams in the North West Region (North West Regional Technical Advisory Board, May 2007)** - This was a survey of commercial and industrial waste arisings in the North West of England, to generate data to inform the need for new regional and sub-regional waste facilities; the development of waste planning strategies; and waste planning decisions. It provides key information on waste arisings for Greater Manchester.

Local plans, policies and strategies

Wigan Replacement Unitary Development Plan (2006)

Local planning policies for waste management are contained in Chapter 14 'Waste Management Policies' of the Unitary Development Plan. There are policies on waste management (policy WM1); waste management facilities (WM1A); operation and restoration of waste management facilities (WM1B); and control of waste management facilities (WM1C). It is proposed to replace policy WM1 with policy CP15, as set out in Appendix A of the Draft Core Strategy (Proposed Submission version). The other three policies will be replaced by policies in the Greater Manchester Joint Waste Development Plan Document.

2.4 Other key local plans, policies and strategies which provide support for policy CP15 include:

- **Wigan Municipal Solid Waste Management Strategy 2009 - 2030** - This provides a framework for managing municipal solid waste between now and 2020. It sets out how the borough will manage waste arisings within the context of the waste

management hierarchy. Councils had statutory recycling and composting targets for waste from households to meet by 2006 and must progressively reduce the amount of biodegradable municipal waste landfilled each year between 2005 and 2020. Additionally, the tax on waste that is landfilled is likely to almost double in the next six years.

- **Wigan Annual Monitoring Report (2009-10)** - This includes key information on the amount of different types of waste arisings in the borough, on recycling activities and on waste management facilities provided, and is updated annually.

THREE

Other key evidence reviewed

Key sources of information

3.1 This section brings together and analyses the key evidence relating to the waste topic area. It outlines the key characteristics, trends, issues and opportunities and supports the policy on waste in the Core Strategy. It also gives an overview of the infrastructure and climate change considerations and a summary of stakeholder and community involvement related to waste.

3.2 The main sources of information used are:

National

- Waste Strategy for England (UK Government, 2007)

Regional / sub-regional

- Study to fill Evidence Gaps for Commercial & Industrial Waste Streams in the North West Region of England (North West Regional Technical Advisory Board, May 2007)
- Scoping Report for the Joint Waste Development Plan Document for Greater Manchester (Greater Manchester Geological Unit, 2007)

Local

- Wigan Local Development Framework Annual Monitoring Report (2009-10)
- Wigan Council website: www.wigan.gov.uk

Background

3.3 There is now a strong consensus that waste is becoming an increasingly problematic issue to deal with. The country's tradition of sending waste to landfill is known to be environmentally damaging and sites are becoming fewer and further in between. And yet our reuse, recycling and composting rates are amongst the lowest in Europe. Progress has been made and waste is increasingly being viewed as an asset, but waste streams are still growing in many areas, including Wigan.

3.4 Wigan is both a waste collection and waste disposal authority, although it has contracts with private companies for dealing with various types of waste disposal. Every week the council collects rubbish from 132,000 homes, which amounts to 400 tonnes of domestic waste every day and over 7 million bin collections per year.

3.5 The current waste management services and facilities for the borough are:

- Four household waste recycling centres, at Kirkless in Ince, Slag Lane in Leigh, Chanters Industrial Estate in Tyldesley and Orrell District Office. These receive and store recyclable materials before they are sent to various reprocessing plants, both within and outside the borough.
- Kerbside recycling of paper, which is taken to the Kirkless site to be bulked-up and transported to a paper mill in North Wales.
- Green waste from households, which is screened and then bulked-up at the Kirkless site, then taken for further processing in Horwich before it is taken to a farm just outside the borough for composting. It is then used as a crop fertiliser in farming.
- Around 140 local recycling 'bring sites' at various sites across the Borough, including supermarkets, schools, libraries, pubs and shopping precincts. Materials collected include cans, glass bottles and jars, plastics, textiles and paper.
- Non-hazardous and hazardous waste disposal at several landfill sites close to the borough.

Future land allocations for waste management facilities

3.6 The Joint Waste Development Plan Document for Greater Manchester will include detailed development control policies and the identification of preferred areas and sites for a range of waste management facilities required up until 2025. The plan will form an integral part of Wigan's Local Development Framework and will be covered by the general approach outlined in the Core Strategy.

3.7 A Scoping Report was produced for the Joint Waste Plan. It identified the sustainability issues facing Greater Manchester from the perspective of waste:

- In the North West, approximately 50% of commercial and industrial waste is landfilled, whilst 35% is reused or recycled. There is likely to be a requirement for more sites to manage this waste during the plan period, particularly to increase re-use and recycling.

- An increasing population could mean that there will be more waste in all waste streams.
- There are a number of air quality management areas in Greater Manchester which could be impacted upon by the traffic associated with waste development.
- The presence of major and minor groundwater aquifers across Greater Manchester may affect the siting of some waste management facilities.
- Siting of waste management facilities on flood plains, as with any form of development, may increase the risk of flooding.
- Designated sites for nature conservation may affect the location of waste facilities.
- Of the 50 most deprived council areas in England in 2004, 6 are in Greater Manchester.

Summary of Waste 'performance' in Wigan

- The amount of household waste collected per person has decreased over the last 4 years.
- Recent figures show that we collected 151,660 tonnes of household waste in a year, down from 174,172 tonnes in 2004-05 and 165,544 tonnes in 2001-02.
- The amount of domestic waste we send to landfill is steadily decreasing.
- Recycling and composting rates for household waste are increasing.
- We are starting to see a reduction in the amount of municipal waste produced: 205,022 tonnes in 2006-07 compared to 258,000 in 2004-05.
- Over 200 people attended a sustainability convention held in Wigan in February 2007. The majority cited waste management as a priority for the borough, with a particular emphasis on the need to increase and improve household recycling services.

Commercial and industrial waste

- Nationally, commercial and industrial waste makes up a significant proportion of total waste arisings - 24%. This compares to just 9% for household waste.
- Greater Manchester produces around 2,585,535 tonnes of commercial and industrial waste per year. Substantial amounts of this arise from retail and wholesale; other services such as hotels, finance, catering, communications, travel agents, IT activities; and the manufacture of textiles and wood and paper products.
- Around 48% of commercial and industrial waste in the North West is already recycled. However, at least 2.2 million tonnes, or 30%, still goes to landfill.

Construction and demolition waste

- Nationally, demolition and construction waste accounts for about 32% of all waste arisings, and we can expect local figures to be similar. This is a significant proportion of the total so it is important that we tackle this waste stream and exploit the 'waste' as a resource.
- Envirolink Northwest has encouraged organisations to adopt a target of there being at least 10% recycled content in materials for new construction and maintenance projects. Such a target has been shown to be readily achievable and can often be exceeded at competitive prices, with no detriment to quality.

Minerals and quarrying

- The Waste Strategy for England 2007 identifies that waste from minerals and quarrying accounts for 30% of the total, which is also a significant proportion.
-

Climate change considerations

3.8 How we prepare for climate change and reduce further greenhouse gas emissions is a major challenge. It requires changes to almost everything we do and must, therefore, be considered from many different perspectives. The issues that are particularly important for waste are:

- Waste production, transportation and disposal all contribute to climate change through the use of energy and release of greenhouse gases / emissions.
- Warmer temperatures and more intense rainfall would make it more difficult to store waste.

Key community and stakeholder involvement

3.9 A number of 'key stakeholders' have an important role to play in the development of our approach to waste issues. By identifying and involving these key stakeholders from an early stage, we are able to establish a stronger evidence base and more sustainable policy options.

3.10 The following key stakeholders have been involved:

- Adjacent local authorities
- Major developers and landowners
- Wigan Borough Partnership, our local strategic partnership
- Community groups (including Township Forums and the Community Network)
- The Greater Manchester Geological Unit
- The Environment Agency
- Greater Manchester Waste Disposal Authority
- The residents of the borough

3.11 These key stakeholders have been involved at all stages of the Core Strategy's preparation including issues and options, preferred options, revised proposals and draft policies and proposed submission.

3.12 At the proposed submission stage, there were 3 representations on Policy CP15 'Waste', with support from Greater Manchester Geological Unit that seeks a rewording. This is accepted and is included as minor change 1.31. Greater Manchester Waste Disposal Authority think the link to the Joint Waste Development Plan Document should be made more explicit. The Environment Agency has commented on the supporting Topic Paper 12 on Waste. No additional changes are proposed as a result of those representations.

3.13 Further information is available in our Consultation Reports. Changes are set out in the 'Schedule of Minor Changes to the Draft Core Strategy for Submission to the Secretary of State'.

Infrastructure audit

3.14 Infrastructure for waste management includes facilities that enable the reuse, recycling and composting of waste; landfill or landraise sites which are required for the residual waste remaining after treatment; and the infrastructure required to transport waste to the places where it will be dealt with.

3.15 The current infrastructure used by the council for the collection and recycling of municipal waste is set out in Table 1.

Infrastructure type	Location
Transfer Station	Kirkless, Wigan
Household Waste Recycling Centres	Kirkless, Wigan
	Orrell District Office, Orrell (To be closed)
	Slag Lane, Leigh
	Chanters Industrial Estate, Atherton
Local Recycling Sites	167 sites throughout the borough

Table 1: Municipal waste collection and recycling infrastructure

3.16 The council approved a revised Municipal Solid Waste Management Strategy in April 2009. This brought the previous strategy into line with the Waste Strategy for England, 2007. In order to implement the strategy the council has opted to follow a sole procurement route, whereby it will procure a private sector partner or partners to manage its municipal solid waste when the existing waste disposal contract ends. The present contract with Waste Recycling Group Ltd enables some of Wigan's municipal solid waste to be treated by Energy from Waste technology to divert away from landfill.

3.17 The current main amounts of waste flow and the major disposal routes for household collected waste in 2010/11 are set out in Table 2.

Material	2010/11 quantity	Disposal Solution
Residual waste	88,805T	Via the transfer station at Kirkless to landfill mainly Gowy, Chester
Residual waste	4,329T	Via the transfer station at Kirkless to MHT facility at Huyton, Merseyside
Paper	675T	Via the transfer station at Kirkless to Shotton paper mill, North Wales
Dry recyclables	1,259T	Via the transfer station at Kirkless to various processors
Green waste	17,767T	Via the transfer station at Kirkless to various in-vessel and on-farm open windrow composting facilities

Table 2: Main Waste flow and the disposal routes for household collected waste in the borough

Residual waste disposal

3.18 There is one landfill site within the borough, at Whitehead in Astley. Depending on the solutions brought forward through the procurement process referred to above, this may be an option for the borough's landfill requirement. The alternative is that residual waste disposal will be sent out of the borough to alternatives sites at Chorley, St Helens or Arpley in Warrington, or further afield.

3.19 In order for the borough to have both the security and flexibility of provision needed, the following site requirements have to be satisfied:

- **For municipal solid waste treatment:** a minimum of two sites of a minimum of 4 hectares, one being Kirkless at Ince. The rationale for at least one additional site to the Kirkless site is security. Should, for whatever reason, the Kirkless site cannot be delivered, then the council must have an alternative identified within. The sites proposed in the Greater Manchester Joint Waste Development Plan Document are

an area of Martland Park (W13); land off Makerfield Way, Ince (W56); and Ince Moss Junction Sidings (W57).

- **For household waste recycling centres:** a minimum of one additional site, potentially within Martland Park. The future of the household waste recycling centres are uncertain at this time and will depend on proposals brought forward by bidders during the procurement process. Martland Park would offer an alternative to the current site at Orrell, which is far from ideal and has no potential of expansion.

FOUR

Key messages

4.1 A number of key messages have been drawn from the evidence identified in Sections 2 and 3. The table below identifies these and the most relevant source documents. These key messages have all been addressed in the Core Strategy, particularly by policy CP15.

Message	Source documents
There are challenging waste targets confounded by an increasing volume of waste.	<ul style="list-style-type: none"> Greater Manchester Joint Waste Development Plan Document Sustainability Appraisal Scoping Report (2007) Waste Strategy for England (2007) National Waste Strategy (2000) and 'Waste not, Want not' (2002)
There is a need for increased and better facilities for recycling, particularly at home.	<ul style="list-style-type: none"> Regional Waste Strategy for the North West (2004) Wigan Municipal Solid Waste Management Strategy (2009)
We continually need to promote the principles of the waste hierarchy, which means a move away from landfill towards more sustainable practices of recycling, composting and so on.	<ul style="list-style-type: none"> Vision 2026: Sustainable Community Strategy (2008) Wigan Borough Partnership Convention, 2009
There is a need to invest in infrastructure that stimulates markets for reuse, recycling and energy recovery	<ul style="list-style-type: none"> Minerals Planning Statement 1: Planning and Minerals (2006)

FIVE

Main spatial planning issues identified

5.1 Set out below are the issues relating to waste which have been identified during preparation of the Core Strategy. Section 5 of the Draft Core Strategy lists the headline issues for the borough.

Issue W 1

As a borough we produce too much waste and still send most of it to landfill sites. It is a wasted resource. Recycling rates are low but rising. We need to identify appropriate sites/areas to provide facilities for re-use, recycling and waste recovery.

SIX

Main infrastructure issues identified

6.1 The infrastructure audit in section 3 sets out the current position in the borough. A number of the key issues are identified below:

Issue W 2

There is a need to identify sites and areas that are suitable for new or enhanced waste management facilities.

Issue W 3

There is a need to reduce waste movements and, where waste needs to be moved, to promote the sustainable movement of waste across the sub-region.

SEVEN

Main sustainability issues identified

7.1 We have identified key issues for the sustainability appraisal to ensure that it is appropriately focused on what is most important and relevant for Wigan Borough. These helped to inform the sustainability appraisal framework. They are:

Issue W 5

There is a need for increased and better facilities and services for dealing with waste streams in a more sustainable way.

EIGHT

Our sustainability framework

Sustainability objectives and criteria

8.1 The following sustainability objectives, appraisal criteria and monitoring indicators have been established as part of the framework for assessing the Core Strategy. The objectives have been developed to reflect:

- Government guidance on sustainability appraisal such as 'Sustainability Appraisal of Regional Spatial Strategies and Development Plan Documents (2005)' and recognised frameworks such as the Integrated Appraisal Toolkit (North West Regional Assembly and other agencies).
- The key sustainability issues identified in this topic paper.
- Policy context and legal requirements.
- Feedback and suggestions from consultation on the Sustainability Appraisal Scoping Report (which contained a draft set of objectives and criteria).

The Sustainability Appraisal is underpinned by 18 headline objectives. Objective 9 relates specifically to waste.

Sustainability Objective(s)	Appraisal Criteria / Sub-questions
Objective 9:	<p>Will it reduce waste production? (Household, commercial and industrial)</p> <p>Will it promote the use of waste as a resource by encouraging reuse, energy recovery and recycling?</p> <p>Will it reduce the proportion of recyclable and residual waste sent to landfill?</p> <p>Will it reduce waste arising from construction, demolition, mining and quarrying, and encourage the use of secondary and recycled materials?</p>

Baseline position

8.2 This section identifies the key monitoring indicators and baseline data for waste for the sustainability appraisal process.

Indicators / Monitoring Data: Sustainability Objective 9: To address the waste hierarchy by: minimising waste as a priority, then reusing, recycling, composting and recovering for energy, before finally seeking disposal.

Indicator	Wigan Baseline	Wigan Trend	Targets	Comparisons	Comments/ Issues
Tonnes of Municipal Solid Waste produced.	205,022 (2006-07)	Starting to see decreases. 228,163 (2005-06) 258,000 (2004-05) 194,000 (2001-02)	Reduce municipal waste growth to 1% by 2010 and to 0% by 2020	Not Available	Tackling waste growth is a major challenge and priority. The amount of waste produced grew year by year until 2005. However, we are starting to see a reverse in this trend.
Number of kilograms of household waste collected per person	523.3 (2006-07)	522.2 (2005-06) 573.2 (2004-05) 550.4 (2003-04)	Reduce municipal waste growth to 1% by 2010 and to 0% by 2020	England - 517 (2005-06)	There has been a significant reduction in the amount of waste produced by households in Wigan. We are about the same as the national average.

Indicator	Wigan Baseline	Wigan Trend	Targets	Comparisons	Comments/ Issues
The percentage of household waste recycled or composted.	21.9% (2006-07)	Steady year on year improvement. 18.1% (2005-06) 15% (2004-05) 11.9% (2003-04)	Recycle or compost 30% of waste by 2009/10, 33% in 2015/16 and 50% by 2020	England - 26.7% (2005-06) Northwest - 23.8% (2005-06)	Despite improvements, Wigan is lagging behind the Northwest and national averages.
The percentage of household waste energy recovery.	0% (2006-07)	0%	Recover 45% of waste by 2009/10 and 67% in 2015/16		Wigan continues to recover no energy from household waste.
The percentage of household waste sent to landfill.	78.1% (2006-07)	Steady year on year improvement. 81.9% (2005-06) 85% (2004-05) 88.1% (2003-2004)	Target of 76.9% (2009/10)	Out of 15 comparison countries in the EU only Portugal and Greece landfill more than the UK.	Despite reductions, large amounts of household waste are still sent to landfill.

Data gaps and limitations

- Data for commercial, industrial, construction, demolition and mining waste is lacking at borough Level, but these make up a significant proportion of total waste.
- See monitoring data table for further data gaps and comments.

NINE

An assessment of legality and soundness

9.1 This topic paper provides a summary of the evidence for our Core Strategy and Sustainability Appraisal. The policy in the Core Strategy that this Topic Paper serves is policy CP15 Waste. The purpose of the section is to show that we have produced our Core Strategy in line with legal requirements and that these policies are 'sound'.

9.2 Some of the legal requirements are procedural and concern the Core Strategy as a whole rather than individual policies; these are covered in the Self Assessment of Soundness and Legal Compliance document that accompanies the Core Strategy. The 4 legal requirements that are specific to contents of the Core Strategy are:

1. Community and stakeholder involvement
2. Subject to sustainability appraisal
3. Regard to the sustainable community strategy
4. Conforms generally to the Regional Spatial Strategy

9.3 A further requirement is to have "regard to national policy" but this is also covered under a similar 'test of soundness'.

9.4 To be sound the Core Strategy must be **justified, effective and consistent with national policy**. Compliance with these tests of soundness is assessed against the following 6 'soundness' sub-headings:

1. Founded on a robust and credible evidence base; and
2. The most appropriate strategy when considered against the reasonable alternatives
3. Deliverable, including:
 - Identifying what physical, social and green infrastructure is needed to enable the amount, type and distribution of development proposed for the borough;
 - Ensuring that there are no regulatory or national policy barriers to delivery;
 - Ensuring that partners who are essential to delivery are signed up to it;
 - Being coherent with the core strategies prepared by our neighbouring councils.

4. Flexible
5. Able to be monitored
6. Consistent with national policy

9.5 The remainder of this section sets out the case for policy CP15 against these 4 legal requirements and 6 tests of soundness.

Policy CP15 Waste

Community and stakeholder involvement

9.6 The community and key stakeholders including the Greater Manchester Geological Unit and the Environment Agency have been involved at all stages during the Core Strategy's preparation. Their views and comments have been considered and have helped to shape the content and direction of policy CP15 and other policies where appropriate. Policy CP15 therefore complies fully with the Statement of Community Involvement in respect of who has been involved or consulted, and how and when consultation has taken place. Details of this involvement are set out in Section 3 of this document and within our Consultation Reports.

Subject to sustainability appraisal

9.7 Policy CP15 has been shaped by the outcomes of a robust sustainability appraisal that satisfies the requirements of the Strategic Environmental Assessment Directive. The appraisal process was founded on the collection of thorough baseline information about waste and key stakeholders were involved, including the Greater Manchester Geological Unit (with the results of their own consultations with the industry and industry bodies) and the council's own waste management section. The process informed the original choice of policy and subsequently tested it against sustainability principles and objectives. It was then further adapted to address sustainability issues and, as a result, is the most sustainable policy for Wigan Borough that we could reasonably include in the Core Strategy. The full details of the appraisal can be found in the Sustainability Appraisal Report (August 2011).

General conformity with the Regional Spatial Strategy

9.8 Policy CP15 is in general conformity with the Regional Spatial Strategy, specifically:

- It requires the provision of sustainable waste management infrastructure, facilities and systems and seeks to achieve targets for municipal waste growth, for reuse, recycling or composting, for recovered value and for growth of recycling of commercial and industrial waste through the provisions of the joint waste plan, in accordance with policy EM10.
- It promotes the waste hierarchy of treatment in accordance with policy EM11.
- It promotes the avoidance of unnecessary carriage of waste over long distances through the provisions of the joint waste plan, and taking account of sustainable transport infrastructure in accordance with policy EM12.
- It provides for waste management facilities to deal with indicative volumes of waste in the sub-region through the provisions of the joint waste plan, in accordance with policy EM13.

Regard to the Sustainable Community Strategy

9.9 Our sustainable community strategy 'Vision 2026' was produced in 2008 in line with the Core Strategy time frame. It identifies four priority areas and this policy is in line with one of them: Ambitious Communities.

Founded on robust and credible evidence

9.10 Policy CP15 is founded on robust and credible evidence as shown in sections 2, 3 and 4 of this topic paper. This is backed up further by the 'Waste' evidence review document. The key sources of evidence which support policy CP15 are the Waste Strategy for England, the council's Municipal Solid Waste Management Strategy and the evidence base which has informed the preparation of the Joint Waste Plan, which is being prepared largely in parallel with the Core Strategy.

The most appropriate strategy when considered against the alternatives

9.11 Alternatives approaches could include a greater ongoing emphasis on sending waste to landfill, or moving rapidly to energy generation from waste. However, neither of these approaches would accord with be the most sustainable solutions to dealing with waste and, consequently, would not accord with the waste hierarchy or requirements laid down both in European and national legislation. Reliance on landfill would also incur significant cost, both in terms of resource loss and financially from direct costs and taxation.

Deliverable

9.12 The key messages identified in section 4 of this document indicates what needs to be addressed in the borough with regard to waste.

9.13 To address these messages and deliver change and improvement in the borough, policy CP15 has indicated a set of key delivery items. These are set out in a table beneath the policy and include working with other councils in Greater Manchester to identify and safeguard sites for waste management processes, and requiring the use of site waste management plans in construction projects.

9.14 Policy CP15 is designed to meet Core Strategy objective W1 - Waste. It also has a partial role in meeting objective CC1 - Climate change.

9.15 Alongside the council, a number of organisations, including the other 9 Greater Manchester councils and the Greater Manchester Geological Unit, the waste industry and developers, will play a crucial role in the delivery of this policy. We have received no objections from these organisations and the Greater Manchester Geological Unit supports the policy. This is demonstrated in the Consultation Reports that accompany the Core Strategy.

9.16 Neighbouring authorities have been involved at all stages of the policy's preparation. No representations have been received from neighbouring authorities relating to policy CP15. This indicates that these policies are coherent with their Core Strategies.

9.17 There are no regulatory or national policy barriers to the delivery of the policy.

Flexible

9.18 Policy CP15 establishes the strategic focus for waste management but, as a Core Strategy policy, is flexible about where and how it will be achieved.

Able to be monitored

9.19 The means for monitoring this policy are set out in chapter 10 of the Draft Core Strategy: Proposed Submission Version, specifically:

- Capacity of new waste management facilities by type
- Amount of municipal waste arisings by waste type.

Consistent with national policy

9.20 Policy CP15 is consistent with national policy, with regard to the key documents reviewed:

- Planning Policy Statement 10: Planning for Sustainable Waste Management
- Waste Strategy for England.

TEN

Next steps

10.1 This is the final version of the topic paper summarising and analysing evidence on waste that we have gathered to inform our Core Strategy: Submission Version and the accompanying Sustainability Appraisal.

10.2 Previous versions of each topic paper and evidence reviews are available from the 'Issues and Options', 'Preferred Options' and 'Draft Core Strategy - Proposed Submission version' webpages for the Core Strategy, on our website at www.wigan.gov.uk/ldfcorestrategy. This is to provide a record of what evidence was available at each stage of Core Strategy preparation.

10.3 We may update this topic paper to inform a future development plan document or a review of the Core Strategy.

LDF

WIGAN LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY

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