

High Speed Rail (Crewe – Manchester)

**Background information and data
accompanying SES1 and AP1 ES**

Waste and material resources

BID WM-002-00000 SES1 and AP1 ES

Route-wide policy review and benchmarks

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Department for Transport

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1 Introduction

- 1.1.1 This report sets out Background Information and Data (BID) accompanies the High Speed Two (HS2) High Speed Rail (Crewe – Manchester) Supplementary Environmental Statement 1 (SES1) and Additional Provision 1 Environmental Statement (AP1 ES)¹.
- 1.1.2 This document sets out policy information not reported in the Background Information and Data report² (the main BID report) that accompanied High Speed Rail (Crewe – Manchester) Environmental Statement published in 2022³ (the main ES) that is applicable to the AP1 ES.
- 1.1.3 This report presents a description of the local policy framework applicable to waste and material generation and management associated with the High Speed Rail (Crewe – Manchester) AP1 revised scheme. Local policy is defined as that which has been adopted by local councils and county councils along the route of the AP1 revised scheme.
- 1.1.4 In order to differentiate between the original proposals assessed as part of the main ES and subsequent changes, the following terms are used:
- ‘the original scheme’ – the Bill scheme submitted to Parliament in January 2022, which was assessed in the main ES;
 - ‘the SES1 scheme’ – the original scheme with any changes described in the SES1 that are within the existing powers of the Bill; and
 - ‘the AP1 revised scheme’ – the original scheme as amended by the SES1 changes and AP1 amendments.
- 1.1.5 Local policy is used in the waste and material resources assessment to inform the local and regional waste arisings baseline and future baseline. Waste strategies and forecasts developed by waste planning authorities in their respective waste plans, have been used to develop a forecast of the quantity of waste likely to be generated in the construction and operation of the AP1 revised scheme, in the areas through which the route of the AP1 revised scheme passes. In addition, information presented in local policy is used to develop a forecast with regard to the rate at which waste is likely to be diverted from landfill in the future.

¹ High Speed Two Ltd (2022), High Speed Rail (Crewe – Manchester), *Supplementary Environmental Statement 1 and Additional Provision 1 Environmental Statement*. Available online at: <https://www.gov.uk/government/collections/hs2-phase-2b-crewe-manchester-supplementary-environmental-statement-1-and-additional-provision-1-environmental-statement>.

² High Speed Two Ltd (2022), High Speed Rail (Crewe – Manchester), *Background Information and Data, Waste and material resources*, BID WM-002-00000. Available online at: <https://www.gov.uk/government/collections/hs2-phase2b-crewe-manchester-environmental-statement>.

³ High Speed Two Ltd (2022), High Speed Rail (Crewe – Manchester), *Environmental Statement*. Available online at: <https://www.gov.uk/government/collections/hs2-phase2b-crewe-manchester-environmental-statement>.

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- 1.1.6 Building Research Establishment (BRE), Construction waste benchmarks for railway projects (2013)⁴, sets out average performance indicators for waste arisings for railway projects, based on relevant data in BRE's SMARTWaste database. This is set out in Annex A of the BID WM-002-00000 report that accompanied the main ES.
- 1.1.7 The SES1 and AP1 ES, Volume 3, Route-wide effects, Section 15¹ should be referred to for details of the waste and material resources assessment. This document provides further information to the national and regional policy framework summaries provided in the SES1 and AP1 ES, Volume 3, Route-wide effects, Section 15.

⁴ Building Research Establishment (2013), *Construction waste benchmarks for railway projects*.

2 Local policy framework

2.1 North West

Cheshire East Council

- 2.1.1 The Cheshire Replacement Minerals Local Plan 1999⁵ provides planning policy on the location of mineral development within Cheshire East and Cheshire West and Chester. Various 'Preferred Areas' for the future provision of sand, gravel, and silica are identified. All policies in the Minerals Local Plan were saved under the Secretary of State's Direction in 2007. Some of the saved policies in the Minerals Local Plan have since been superseded by policies in the Cheshire East Local Plan Strategy⁶, adopted in 2017.
- 2.1.2 The Cheshire Replacement Waste Local Plan⁷ was adopted by Cheshire County Council on 12 July 2007. The plan aims to improve the sustainability of waste management activities within the County. It establishes policies to assess planning applications for waste management facilities and identifies potentially suitable sites at which such facilities could be developed. Since the Local Plan was adopted, Cheshire County was split into two new unitary authorities in 2009, Cheshire East and Cheshire West and Chester.
- 2.1.3 Policy 10 ('Minimising Waste During Construction And Development') requires a waste audit to be submitted as part of the planning application for certain developments, these include: residential developments of 50 or more dwellings; and all significant transport, leisure, recreation, tourism, and community facilities.
- 2.1.4 Policy 11A ('Development and Waste Recycling') requires certain developments to allow for the provision of facilities for source separation and/or storage of wastes generated on-site. Affected developments include: new dwellings; retail, business, industrial, distribution, storage, transport, leisure, recreation, tourism, or community facilities; and any other new developments that have a need to store waste prior to collection.
- 2.1.5 Policy 11B ('Development and Waste Recycling') requires major developments of certain categories to provide 'Bring Systems' (e.g. bottle banks, textile bins, and other waste drop off facilities for use by the public). Such developments include facilities with more than 5,000m² of floor space, major transport, leisure, recreation, tourist, and community facilities, public

⁵ Cheshire County Council (1999), *The Cheshire Replacement Minerals Local Plan*. Available online at: <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/strategic-planning/en-ldf-crepmlp-99.pdf>.

⁶ Cheshire East Council (2017), *Cheshire East Local Plan – Local Plan Strategy 2010 – 2030*. Available online at: <https://www.cheshireeast.gov.uk/pdf/planning/local-plan/local-plan-strategy-web-version-1.pdf>.

⁷ Cheshire County Council (2007), *Cheshire Waste Replacement Local Plan*. Available online at: <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/saved-and-other-policies/en-ldf-wastelocplan.pdf>.

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car parks with more than 100 parking spaces, and any other developments which frequently attract a significant number of people.

- 2.1.6 The Minerals Sites and Areas Assessment for Cheshire East 2015⁸, includes information on allocated mineral sites and their reserves.
- 2.1.7 The Cheshire East Local Plan is the Statutory Development Plan for Cheshire East and is the basis for setting out planning policies and allocating sites for development. It will comprise four key documents, all of which are currently in draft:
- the Local Plan Strategy;
 - the Site Allocations and Development Policies Document;
 - the Minerals and Waste Development Plan Document; and
 - the Crewe Hub Area Action Plan.
- 2.1.8 The Local Plan also includes saved policies from previous Local Plans in addition to a number of other supporting documents, including Neighbourhood Development Plans, Authority Monitoring Reports and the Local Development Scheme. Supplementary planning documents may also be produced to provide guidance on the implementation of key policies.
- 2.1.9 The Cheshire East Local Plan Strategy 2010 – 2030⁶ was adopted on 27 July 2017. It sets out the overall vision and planning strategy for development in the borough. It lays out specific planning policies focused on ensuring that development meets the needs of the area and identifies strategic sites allocated for development. The vision of the Local Plan Strategy states that waste will be reduced, managed sustainably and used as a resource wherever possible.
- 2.1.10 Policy SE 11 ('Sustainable Management of Waste') states that the needs of Cheshire East will be met through the identification of suitable sites and areas to accommodate new or enhanced waste management infrastructure, which will be achieved through the production of a Waste Development Plan Document (DPD).
- 2.1.11 A Site Allocations and Development Policies Document (SADPD)⁹ was submitted to the Secretary of State for examination on 29 April 2021. The SADPD will form the second part of the Local Plan, providing further detailed and non-strategic planning policies and land allocations in line with the strategy set out in the Local Plan Strategy.

⁸ CgMs Consulting for Cheshire East Council (2015), *Mineral Sites and Areas Assessment*. Available online at: https://www.cheshireeast.gov.uk/planning/spatial-planning/research_and_evidence/minerals-background-evidence.aspx.

⁹ Cheshire East Council (updated in 2021), *Site Allocations and Development Policies Document*. Available online at: https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/site-allocations-and-policies/site_allocations_and_policies.aspx.

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- 2.1.12 The Cheshire East Council website¹⁰ refers to the revised HS2 Phase Two Safeguarding Directions having been issued. These came into effect on 23 June 2020. The following was stated on the website: ‘as revised Safeguarding Directions were issued after the adoption of the Local Plan Strategy, the maps in the Plan will not be updated but an up to date map of all the safeguarding zones within the borough relating to HS2 Phases 2a (West Midlands – Crewe) and 2b (Crewe – Manchester, and West Midlands – Leeds) can be viewed on the government’s Safeguarding information and maps for HS2 page’¹¹.
- 2.1.13 The new Minerals and Waste DPD for Cheshire East is currently in development; the first consultation ended on 5 June 2017. In addition, a Site Allocations and Development Policies Document is being developed; the consultation on the Site Allocations and Development Policies Document: Issues Paper ended in April 2017. A report on the Publication Draft Site Allocations and Development Policies Document was considered by the Cabinet meeting on 6 August 2019. Consultation on the publication draft closed on 30 September 2019. As of May 2021, the new Minerals and Waste DPD is yet to have been adopted.
- 2.1.14 The Cheshire East Waste Needs Assessment Update 2017¹² includes capacity information by waste management method, as well as a capacity gap analysis of different wastes treatment systems, and information on the landfill void availability in the county. The report provides an understanding of the waste that requires management in Cheshire East for the period up to 2030. Supporting documents that cover the management requirements and provide forecasts of waste arisings for different waste types within the council’s catchment area have also been produced, including for construction, demolition, and excavation waste (CDEW), commercial and industrial (C&I) waste, hazardous waste, and other wastes.
- 2.1.15 The Minerals and Waste DPD Issues Paper 2017¹³, includes maps of local mineral resources and mineral extraction sites, and provides background information on local policy.
- 2.1.16 The Cheshire East Local Aggregate Assessment 2019¹⁴ outlines the local supply and demand for aggregates. It includes a list of operating mineral extraction sites. As of 31 December 2018, there are 14 permitted sites, 12 of which have planning permission until at least 2026.

¹⁰ Cheshire East Council (2021), *Local Plan Strategy 2010 – 2030 - HS2 Phase 2 Safeguarding Zones*. Available online at: https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/local-plan-strategy/local_plan_strategy.aspx.

¹¹ UK government (2020), *Safeguarding information and maps for HS2*. Available online at: <https://www.gov.uk/government/collections/safeguarding-information-and-maps-for-hs2>.

¹² BPP Consulting for Cheshire East Council (issued in 2017 and updated in 2018), *Cheshire East Waste Needs Assessment Update 2017: Main Report*. Available online at: <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/waste/cheshire-east-wna-2018.pdf>.

¹³ Cheshire East Council (2017), *Cheshire East Local Plan – Minerals and Waste DPD Issues Paper*. Available online at: <https://moderngov.cheshireeast.gov.uk/ecminutes/documents/s54791/2017-03-27%20MW%20Issues%20Paper%20SPB%20Appendix%20A.pdf>.

¹⁴ Cheshire East Council (2020), *Cheshire East Local Plan Strategy - Local Aggregate Assessment 2019* (updated using 2018 data). Available online at: <https://www.cheshireeast.gov.uk/pdf/planning/minerals-development/final-cheshire-east-laa-2019-2018-data-web-version.pdf>.

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- 2.1.17 The North West Aggregate Working Party Annual Monitoring Report 2019¹⁵ includes information on aggregate sites and relevant aggregate planning permissions within the region. The report provides data for each of the sub-regions in the North West: Cheshire East, Cheshire West and Chester, Cumbria, Greater Manchester, Merseyside, Halton, Warrington, and Lancashire.
- 2.1.18 The Cheshire East Local Plan Authority Monitoring Report 2019/20¹⁶ includes information on:
- waste arisings and the quantity of waste recycled, recovered or sent for disposal;
 - the capacity of new waste management facilities within the area;
 - permitted aggregate landbank reserves; and
 - new mineral supplies in the area.
- 2.1.19 In planning for changes related to the arrival of the original scheme, Cheshire East Council considered preparing a Crewe Hub Area Action Plan (CHAAP) for consultation. However, impacts from the coronavirus pandemic have led the authority to consider an alternative approach to reflect the current circumstances. This involves the future production of a Supplementary Planning Document (SPD) for Central Crewe that will enable the Council to refresh the planning framework for Crewe and incorporate key elements of the CHAAP¹⁷.
- 2.1.20 The Cheshire East Local Development Scheme 2020 – 2022¹⁸, which took effect from 16 February 2021, describes the timetable and the programme of work that was set out to prepare all necessary documentation for the Cheshire East Local Plan up to 2022.

Cheshire West and Chester Council

- 2.1.21 The Cheshire Replacement Waste Local Plan and the Cheshire Replacement Minerals Local Plan 1999 are discussed previously; see Cheshire East Council.
- 2.1.22 The Cheshire West and Chester Local Plan (Part One) Strategic Policies 2015¹⁹ lays out general strategic policies, including ENV 8 ('Managing Waste'), which safeguards three sites

¹⁵ Cheshire West and Chester Council (2019), *North West Aggregate Working Party Annual Monitoring Report 2019, incorporating data from January to December 2018*. Available online at: <http://www.meas.org.uk/media/10116/NW-Aggregates-Working-Party-Monitoring-Report-2019.pdf>.

¹⁶ Cheshire East Council (2021), *Cheshire East Local Plan - Authority Monitoring Report 2019/20*. Available online at: <https://moderngov.cheshireeast.gov.uk/ecminutes/documents/s83907/2019-20%20AMR%20Appendix%201.pdf>.

¹⁷ Cheshire East Council (2021), *Crewe Area Action Plan*. Available online at: https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/area-action-plan-for-crewe/crewe-area-action-plan.aspx.

¹⁸ Cheshire East Council (2021), *Cheshire East Local Plan – Local Development Scheme 2020 – 2022*. Available online at: https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/local_development_scheme.aspx.

¹⁹ Cheshire West and Chester Council (2017), *Cheshire West & Chester Council Local Plan Part One: Strategic Policies*. Available online at: <http://consult.cheshirewestandchester.gov.uk/file/3310073>.

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for waste management development, to help meet the Borough's predicted needs at year 2030. The policy is designed to accommodate the borough's local needs and does not consider significant infrastructure development projects such as High Speed Rail (Crewe – Manchester). The document also mentions that, at the time it was written, there was only one operational landfill within Chester West and Chester.

- 2.1.23 The Cheshire West and Chester Waste Needs Assessment Update 2016²⁰ includes forecasts of waste arisings within the borough's catchment area, as well as a capacity gap analysis of different waste treatment systems, and information on the availability of landfill.
- 2.1.24 The North-West Aggregate Working Party Annual Monitoring Report 2019¹⁵ includes information on aggregate sites and relevant aggregate planning permissions within the region.
- 2.1.25 The Cheshire West and Chester Local Plan (Part Two) Land Allocations and Detailed Policies²¹ was adopted on 18 July 2019. It includes requirements for Cheshire West and Chester Council to maintain a minimum seven-year landbank for sand and gravel extraction on permitted reserves within the plan area. The document refers to 'Safeguarding Directions' produced by the Secretary of State for development affecting the original scheme and associated works for HS2 Phase 2b: the western leg (Crewe – Manchester) and eastern leg (West Midlands – Leeds). It states that the council will consult HS2 Ltd prior to determining any application for planning permission falling within paragraph 2 of the Safeguarding Directions.
- 2.1.26 The area safeguarded by the Safeguarding Directions has been considered in the preparation of the policies and land allocations contained within the Local Plan (Part Two). The document states that as the HS2 route is still to be considered in Parliament under the hybrid Bill procedures, and the original scheme, including amendments by the SES1 and AP1 ES, is likely to come forward well beyond the end of the plan period (2030), a specific policy on High Speed Rail (Crewe – Manchester) has not been included in the Local Plan at this stage.
- 2.1.27 The Cheshire West and Chester Local Aggregates Assessment 2021²² provides information on local aggregates facilities, including: planning permission dates; site capacities; information on local supply and demand; and import and export data.

²⁰ Anthesis Consulting for Cheshire West and Chester Council (2016), *Cheshire West and Chester Waste Needs Assessment Update 2016*. Available online at: http://consult.cheshirewestandchester.gov.uk/portal/cwc_ldf/minerals_and_waste/wna?tab=files.

²¹ Cheshire West and Chester Council (2019), *Cheshire West and Chester Council Local Plan Part Two: Land Allocations and Detailed Policies*. Available online at: https://cheshirewestandchester.objective.co.uk/portal/cwc_ldf/adopted_cwac_lp/parttwo_adopted?tab=files.

²² Cheshire West and Chester Council (2021), *Cheshire West and Chester Council Local Plan - Local Aggregate Assessment 2021*. Available online at: http://consult.cheshirewestandchester.gov.uk/portal/cwc_ldf/minerals_and_waste/laa?tab=files.

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- 2.1.28 The Cheshire West and Chester Annual Monitoring Report 2021²³ outlines the Council's current waste management capacity by type and provides a list of aggregate and mineral facilities within the area. The report contains figures relating to the supply and sale of primary-won sand, landbank requirements, and information on local mineral and waste safeguarded areas.

Warrington Borough Council

- 2.1.29 Policy MP8 ('Waste') of the Warrington Local Plan Core Strategy 2014²⁴ encourages waste minimisation in new developments, the use of recycled materials, the sustainable transportation of waste and the preparation of site waste management plans. The policy also states that the council intends to bring forward a waste local plan to safeguard sites/areas appropriate for future waste management development. At the time of writing, no waste plan has yet been published.
- 2.1.30 Policy MP9 ('Minerals') of the Warrington Local Plan Core Strategy 2014 identifies several preferred sites and areas for mineral extraction, as well as encouraging the use of recycled and secondary aggregate as an alternative to primary aggregate wherever possible.
- 2.1.31 The North-West Aggregate Working Party Annual Monitoring Report 2019¹⁵ includes information on aggregate sites and relevant aggregate planning permissions within the region.
- 2.1.32 The Warrington Borough Council Waste Study and Policy Review 2017²⁵ provides baseline evidence to support the policy approach in the local plan review which the Council is currently undertaking, to guide future waste development in the borough. This report details the steps required to identify and assess potential waste sites to inform the selection of waste allocations in the Local Plan.
- 2.1.33 A supporting document to the local plan review, the Warrington Borough Council Waste Arisings and Capacity Requirements Report 2017²⁶ assesses the need for future waste management capacity (until 2037) in addition to providing forecasts for various waste streams, including CDEW and C&I waste, and for different recycling scenarios.

²³ Cheshire West and Chester Council (2021), *Cheshire West and Chester Local Plan Annual Monitoring Report 2021*. Available online at: http://consult.cheshirewestandchester.gov.uk/portal/cwc_ldf/mon/.

²⁴ Warrington Council (2014), *Local Plan Core Strategy- Adopted July 2014*. Available online at: <https://www.warrington.gov.uk/adopted-local-plan-2014>.

²⁵ Urbanvision (2017), *Warrington Borough Council Waste Study and Policy Review 2017*. Available online at: https://www.warrington.gov.uk/sites/default/files/2019-09/waste_study_and_policy_review_final_report_may_2017_0.pdf.

²⁶ Warrington Borough Council (2017), *Waste Arisings and Capacity Requirements Report 2017*. Available online at: https://www.warrington.gov.uk/sites/default/files/2019-09/waste_needs_assessment_final_report_may_2017.pdf.

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- 2.1.34 The Warrington Borough Council Minerals Resource Study and Policy Review 2017²⁷ provides guidance on future minerals development in the district. The document provides information on the following:
- current mineral extraction activity in Warrington;
 - the methodology for identifying future minerals extraction;
 - mineral safeguarding; and
 - policy recommendations, to ensure the Local Plan complies with the National Planning Policy Framework.
- 2.1.35 The Greater Manchester, Merseyside and Halton, Warrington – Joint Local Aggregate Assessment 2019²⁸ includes figures on aggregate production, sales, and import in and export out from the respective catchment areas.
- 2.1.36 Warrington Borough Council is currently undertaking a local plan review, which is based on the need for Warrington to accommodate new homes and jobs over the next 20 years, as part of the council's 'New City' aspirations. The initial consultation on the draft Local Plan closed on 17 June 2019. A period of consultation related to the preparation of the Preferred Development Option Document has also been completed. The Warrington Proposed Submission Version Local Plan 2013 – 2037²⁹ was published in March 2019. The plan outlines the overall vision, objectives and planning strategy for development in the borough. It contains strategic planning policies which serve as the basis for assessing individual planning applications, and identifies strategic sites and areas allocated for development. The draft Local Plan was published in September 2021, and the consultation period closed on 15 November 2021³⁰.
- 2.1.37 Policy ENV1 ('Waste Management') outlines the approach on how development should respond to waste issues across the borough. It emphasises the need to provide appropriate and sustainable sites and areas for waste management infrastructure. When considering applications for non-waste related development, and in accordance with Policy INF3 ('Utilities and Telecommunications'), the council will ensure that any potential impact on existing waste management infrastructure, and on sites and areas allocated for waste management,

²⁷ Warrington Borough Council (2017), *Minerals Resource Study and Policy Review*. Available online at: https://www.warrington.gov.uk/sites/default/files/2019-09/warrington_minerals_study_mar_2017_0.pdf.

²⁸ Association of Greater Manchester Authorities, Merseyside authorities, including Halton, and the unitary authority of Warrington (2019), *Joint Local Aggregate Assessment*. Available online at: <https://www.knowsley.gov.uk/knowsleycouncil/media/Documents/LC30-Joint-Local-Aggregate-Assessment.pdf>.

²⁹ Warrington Borough Council (2019), *Warrington Proposed Submission Version Local Plan 2013-2037*. Available online at: https://www.warrington.gov.uk/sites/default/files/2019-09/proposed_submission_version_local_plan_v4.pdf.

³⁰ Warrington Borough Council (2021), *Draft Local Plan 2021*. Available online at: <https://www.warrington.gov.uk/localplan>.

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is acceptable and does not impede the implementation of the waste hierarchy and/or the efficient operation of such facilities.

- 2.1.38 The Warrington Borough Council Annual Monitoring Report 2020³¹ includes information on permitted aggregate landbank reserves and quantities of CDEW generated in the sub-region.

Greater Manchester Combined Authority

- 2.1.39 The Preferred Approach Report 2010³² outlines the process used for the selection of new mineral developments and includes information on three potential sites.
- 2.1.40 The Greater Manchester Joint Waste Development Plan (GMJWDP)³³ April 2012 sets out a waste planning strategy for the ten boroughs of Greater Manchester, to 2027. The GMJWDP aims to enable the adequate provision of waste management facilities in appropriate locations for all local waste streams. The policies included in the GMJWDP primarily focus on waste management developments, rather than infrastructure projects, so are not of direct relevance to the original scheme, including amendments by the SES1 and AP1 ES.
- 2.1.41 The author for the GMJWDP was the Association of Greater Manchester Authorities, which was superseded by the Greater Manchester Combined Authority (GMCA) in 2011. The GMCA encompasses the Metropolitan Boroughs of Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford, and Wigan, as well the city councils of Manchester and Salford. The HS2 route passes through Manchester City Council and Trafford Council. The GMJWDP includes waste arisings estimates up to 2027, predicted landfill void across the plan area, waste management site selection criteria, and lists and maps of potential waste management sites.
- 2.1.42 The Greater Manchester Minerals Plan 2013³⁴ replaces and unifies various policies and plans previously used by the ten Manchester authorities. The plan contains crushed rock, and sand and gravel apportionment figures for the area from 2005 – 2020, and lists active quarries, landbank requirements, and information on local mineral safeguard areas. From 26 April 2013 the Minerals Plan became part of the statutory development plan for Manchester.

³¹ Warrington Borough Council (2021), *Warrington Borough Council Local Plan - Annual Monitoring Report 2020*. Available online at: https://www.warrington.gov.uk/sites/default/files/2021-03/amr_2020_final_report.pdf.

³² Association of Greater Manchester Authorities (2010), *Preferred Approach Report*. This document is no longer available online.

³³ Association of Greater Manchester Authorities (2012), *The Greater Manchester Joint Waste Development Plan*. Available online at: https://secure.manchester.gov.uk/downloads/download/4804/greater_manchester_joint_waste_development_plan_documents.

³⁴ Association of Greater Manchester Authorities (2013), *The Greater Manchester Minerals Plan*. Available online at: https://www.greatermanchester-ca.gov.uk/media/1995/the_minerals_plan_april_2013_final.pdf.

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- 2.1.43 Policy 9 ('Sustainable Transport of Minerals') of the Greater Manchester Minerals Plan 2013 encourages developers to transport minerals via the most sustainable available method (i.e. water or rail), whenever feasible.
- 2.1.44 Policy 11 ('Protecting existing mineral site/infrastructure') prohibits development that is likely to have an unacceptable impact on the continuation of mineral working or the continued operation of the mineral infrastructure, unless the applicant can clearly demonstrate that either the affected mineral infrastructure is no longer required, or the need for the proposed development outweighs the need to continue mineral working and/or retaining the mineral infrastructure.
- 2.1.45 The North-West Aggregate Working Party Annual Monitoring Report 2019¹⁵ includes information on aggregate sites and relevant aggregate planning permissions within the region. The document does not list any site reserves.
- 2.1.46 The Greater Manchester, Merseyside and Halton, Warrington – Joint Local Aggregate Assessment 2019²⁸ includes figures on aggregate production, sales, and import in and export out from the respective catchment areas. Information for the rest of Greater Manchester can be found in the annual monitoring reports of each individual authority.
- 2.1.47 The Greater Manchester Joint Minerals Development Plan Authority Monitoring Report 2019/2020³⁵ includes regional landbank figures for the years 2017 – 2018, permitted aggregate reserves in 2018, and contains updates on how planning applications during the monitoring period (01 April 2019 to 31 March 2020) impact the mineral plan core output indicators. An application was received in 2018 for the extension of time to Buckton Vale Quarry up to 2042. This application was approved in December 2020 and will be reported in the next iteration of the Authority Monitoring Report. Aside from this, there were no other relevant planning applications for mineral extraction permitted during the monitoring period.
- 2.1.48 On 23 October 2020, the GMCA published Greater Manchester's Plan for Homes, Jobs and the Environment³⁶. The plan was presented to the ten Council Leaders of the GMCA on 30 October 2020, with public consultations taking place from 1 December 2020 to 26 January 2021. Presentation to the UK Government was planned for 2021, with an aim to adopt the plan in 2022.
- 2.1.49 Policy GM-S 7 ('Resource Efficiency') focuses on resource efficiency, and states that by 2038, GMCA will:

³⁵ Capita (2020), *Greater Manchester Joint Minerals Development Plan Authority Monitoring Report 2019-2020*. Available online at: <https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/GM-Joint-Minerals-Development-Plan.aspx>.

³⁶ Greater Manchester Combined Authority (2020), *Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020*. Available online at: <https://www.greatermanchester-ca.gov.uk/media/3663/221020-agma-issue-opt.pdf>.

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- develop and implement the Resource Strategy for Greater Manchester which promotes overall reduction in the level of waste produced and supports resource efficiency in order to gain the maximum value from the things we produce;
- ensure the design of all new development incorporates storage space to facilitate efficient recycling and where appropriate, processing of waste on-site;
- recognise the role of existing infrastructure in managing Greater Manchester's waste and protecting such facilities to ensure adequate waste management capacity is maintained; and
- use sustainable design and construction techniques to reduce carbon emissions, adapt and future proof to the impact of climate change, reduce and recycle waste and reduce water use.

Manchester City Council

- 2.1.50 Manchester City Council is an independent waste collection authority and part of the GMCA. The GMCA took on the duties of the Waste Disposal Authority from 1 April 2018, replacing the Greater Manchester Waste Disposal Authority, which no longer exists. Consequently, Manchester City Council does not have any independent waste policy documents.

Trafford Council

- 2.1.51 Trafford Council is part of the GMCA; consequently, the documentation mentioned previously for GMCA also applies to Trafford. Trafford Council is an independent waste collection authority, with waste treatment and disposal managed by the GMCA.
- 2.1.52 Trafford Council's Unitary Development Plan (adopted June 2006)³⁷ includes a section containing strategic waste disposal policies (Chapter 17). No figures on waste management capacity are provided. However, a site at Red Moss, in Bolton has been identified as a potential landfill site (this has not been categorised as hazardous, non-hazardous or inert within the document). It is stated that this is the only such site identified by the Greater Manchester Waste Disposal Authority. The waste policies featured in the plan focus on waste management and civic amenity site developments and are not pertinent to rail infrastructure developments. Most of the Unitary Development Plan policies are no longer operational as they have been superseded by the following Local Plan documents:
- Core Strategy (January 2012)³⁸;
 - Greater Manchester Joint Waste Plan (April 2012)³³; and
 - Greater Manchester Joint Minerals Plan (April 2013)³⁴.

³⁷ Trafford Council (Adopted 2006), *Unitary Development Plan*. Available online at: <https://www.trafford.gov.uk/planning/strategic-planning/unitary-development-plan.aspx>.

³⁸ Trafford Council (2012), *Trafford Local Plan: Core Strategy*. Available online at: <https://www.trafford.gov.uk/planning/strategic-planning/docs/core-strategy-adopted-final.pdf>.

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- 2.1.53 Policy L6 ('Waste') of Trafford Council's Local Plan: Core Strategy 2012³⁸ recognises the need for Trafford to make an appropriate contribution towards enabling Greater Manchester to meet its waste management needs, including those requirements identified in the GMJWDP. The core strategy aims to enable the adequate provision of waste management facilities in appropriate locations for all local waste streams. As with the GMJWDP, the policies included in the core strategy primarily focus on waste management developments, rather than infrastructure projects, so are not of direct relevance to the original scheme.
- 2.1.54 The Trafford Land Allocations Plan 2014³⁹ provides information on various proposed developments but does not identify areas or sites for waste management or mineral extraction. These sites are set out in the GMJWDP and the Greater Manchester Joint Minerals DPD respectively.
- 2.1.55 The Trafford Council's Local Development Scheme 2020 – 2023⁴⁰ sets out the programme for the preparation of new planning policy documents up to 2023 together with a description of the purpose of each document.
- 2.1.56 The new Trafford Local Plan is currently being prepared. It will guide development in the borough and form the basis of decision-making in the planning process. Planning policies that meet the needs of the borough will be set and suitable sites allocated for development. Public consultation on the Regulation 18 Issues Paper was undertaken from 23 July to 14 September 2018. The First Draft Local Plan Consultation (Regulation 18) took place between 4 February and 18 March 2021 and will be followed by a Publication Local Plan Consultation (Regulation 19), anticipated in autumn 2022. Adoption of the plan was originally anticipated in spring 2023, as outlined in the Local Development Scheme, but this date is likely to be pushed back in line with delays to previous stages.

Metropolitan Borough of Wigan

- 2.1.57 Wigan is a Unitary Authority and thus both a waste collection authority and waste disposal authority and is therefore separate to the GMCA. Wigan is, however, included in the Greater Manchester Joint Waste Development Plan April 2012.
- 2.1.58 Wigan Council's Waste Strategy 2009 – 2030⁴¹ includes the following waste related targets:
- stabilise municipal waste growth to 1% by 2010 and reduce it to 0% by 2020;

³⁹ Trafford Council (2014), *Local Plan: Land Allocations – Consultation Draft*. Available online at: <https://www.trafford.gov.uk/planning/strategic-planning/docs/lap-consultation-draft-policy-text-jan-2014.pdf>.

⁴⁰ Trafford Council (2020), *Local Development Scheme 2020 – 2023*. Available online at: <https://www.trafford.gov.uk/planning/strategic-planning/docs/Local-Development-Scheme-2020-2023.pdf>.

⁴¹ Wigan Council (2009), *Waste Strategy 2009 – 2030*. Available online at: <https://www.wigan.gov.uk/Docs/PDF/Council/Strategies-Plans-and-Policies/Waste/Waste-strategy-2009-30.pdf>.

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- achieve recycling and composting targets of 45% by 2015 and 50% by 2020;
 - recover 67% of waste by 2015 and 75% by 2020; and
 - reduce biodegradable municipal waste landfilled to levels consistent with those set for Wigan Council by Landfill Allowance Trading Scheme (LATS).
- 2.1.59 The waste strategy also includes waste arising projections, appraisal criteria, demographic figures, and a policy summary.
- 2.1.60 Policy CP 14 ('Waste') of the Wigan Local Plan Core Strategy 2013⁴² encourages provision for recycling within larger residential developments and requires the preparation of site waste management plans for major developments. It requires proposals for the development of waste management facilities to demonstrate that any waste arisings are dealt with as far up the waste hierarchy as is practicable and encourages working with other authorities to identify and safeguard waste management sites.
- 2.1.61 The Wigan Authority Monitoring Report 2019/20⁴³ provides information to assess planning policy performance within the adopted development plan. The borough's development plan currently comprises the Wigan Local Plan Core Strategy, which was adopted in September 2013, together with a number of saved Unitary Development Plan policies (adopted 2006), the Greater Manchester Joint Waste Development Plan (2012) and the Greater Manchester Minerals Plan (2013).

Lancashire County Council

- 2.1.62 The Joint Lancashire Core Strategy DPD 2009⁴⁴ was adopted in March 2009, and prepared by the joint authorities of Blackburn with Darwen Borough Council, Blackpool Council and Lancashire County Council. It sets out the vision, aims and objectives of the Minerals and Waste Local Plan, and outlines the strategic policies required to deliver the vision until 2021. The Lancashire County Council website⁴⁴ states that "the development scheme⁴⁴ and its local plan review timetable is now out of date".
- 2.1.63 The vision of the Joint Lancashire Core Strategy DPD states that:
- by 2021, residents, businesses and developers alike will be actively minimising waste and regarding waste as a resource;

⁴² Wigan Council (2013), *Wigan Local Plan Core Strategy 2013*. Available online at: <https://www.wigan.gov.uk/Docs/PDF/Council/Strategies-Plans-and-Policies/Planning/Adopted-Core-Strategy.pdf>.

⁴³ Wigan Council (2021), *Authority Monitoring Report 2019/20*. Available online at: <https://www.wigan.gov.uk/Docs/PDF/Council/Strategies-Plans-and-Policies/Planning/Local-plan/Wigan-Authority-Monitoring-Report-201920.pdf>.

⁴⁴ Lancashire County Council (2022), *Local planning policy for minerals and waste – Local plan review and consultation*. Available online at: <https://www.lancashire.gov.uk/council/planning/local-planning-policy-for-minerals-and-waste/>.

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- new waste facilities will be located to reduce the need to transport wastes unnecessarily and to support self-sufficiency and local ownership in waste management; and
 - all new developments will embrace waste minimisation and recycling in their design and construction techniques.
- 2.1.64 Objective 9 ('Identifying Capacity for Managing our Waste') supports the need to provide a sufficient capacity of waste management facilities, including landfill needed for final disposal, that prioritises waste reduction, then reuse, recycling and recovery so that the plan area will be net self-sufficient in waste management capacity by 2021.
- 2.1.65 Objective 10 ('Achieving Sustainable Waste Management') supports the need to identify and safeguard sites to deliver sustainable waste management to allow waste to be dealt with as close to its point of generation as possible, whilst conserving and enhancing Lancashire's environmental assets.
- 2.1.66 Policy CS2 ('Minimising the need for Mineral Extraction') states that all new developments will be expected to include measures to:
- reduce, reuse, recycle and recover the waste they produce during construction and demolition, where possible on-site;
 - maximise the use of recycled and secondary materials, and the reuse of other building materials, within the development; and
 - maximise the potential for recovering and recycling construction materials at the end of the development's life, through the design of, and specification of materials used in, the development.
- 2.1.67 A network of sites for fixed recycling facilities will be identified across the plan area, with sufficient capacity and conveniently located to maximise recycling of construction, demolition, industrial and quarry wastes. Policy CS2 requires temporary recycling facilities to be situated at larger sites of construction, demolition and highway projects with on-site reuse of these materials wherever possible.
- 2.1.68 Policy CS6 ('Promoting Waste Minimisation and Increasing Waste Awareness') identifies the need for all major development proposals to include details of measures to reduce the potential amounts of waste generated during construction and to provide for the segregation of any waste arisings to be taken off-site. On-site waste management solutions will be encouraged during construction, particularly for the creation of green infrastructure, to reduce the amount of waste taken off-site.
- 2.1.69 Policy CS6 places an emphasis on improving waste prevention and maximising reuse, recycling and composting, supported by a network of facilities providing flexibility for different technologies.
- 2.1.70 Policy CS7 ('Managing our Waste as a Resource') states that proposals for all new development will be required to provide suitable facilities for the handling, storage and collection of segregated wastes arising from the permanent use of the development.

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- 2.1.71 The following recycling, composting and recovery targets have been identified in the Core Strategy:
- recycle 40% of C&I waste by 2015 and 45% by 2020;
 - recover value from 25% of C&I waste by 2020;
 - recycle 55% of construction and demolition (C&D) waste by 2015 and 60% by 2020; and
 - recover value from 35% of C&D waste by 2020.
- 2.1.72 Policy CS8 ('Identifying Capacity for Managing our Waste') states that in order to achieve the targets set, it is necessary for there to be adequate and timely provision of suitable waste facilities across the plan area. The Council recognises the commercial and geographical realities of some cross-boundary movements of waste, and that it might be reasonable to expect some of these movements to continue. The aim is for the plan area to be net self-sufficient in waste management capacity by 2021. Following this approach, Policy CS8 identifies the waste management capacity requirements for different facility types until 2021, based on the targets identified in Policy CS7.
- 2.1.73 The Joint Lancashire Site Allocation and Development Management Policies (2013) document⁴⁴ outlines site-specific policies and allocations, and detailed development management policies for minerals and waste planning in the areas covered by Blackburn with Darwen Borough Council, Blackpool Council and Lancashire County Council. It identifies specific locations for development and shows the extent of site allocations and safeguarding areas.
- 2.1.74 The Joint Lancashire Local Waste Assessment (2017)⁴⁵ contains an assessment of permitted waste management capacity in the plan area and includes projections of waste arisings.
- 2.1.75 The Joint Lancashire Minerals and Waste Development Scheme 2014 – 2020⁴⁶ describes the approach to producing the planning policy documents that make up the Minerals and Waste Local Plan. This includes a review of the Minerals and Waste Core Strategy and the Minerals and Waste Site Allocation and Development Management Policies Local Plan, with consultation on the scope and publication of the Minerals and Waste Local Plan having been concluded in 2014 and 2018 respectively.
- 2.1.76 The Lancashire County Council website⁴⁴ states that the development scheme (for minerals and waste) and its local plan review timetable is now out of date. The original timetable identified that a further consultation would take place in the spring/summer 2020, prior to submission to the Secretary of State for examination in autumn/winter 2020. This was to be

⁴⁵ Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council (2017), *Joint Lancashire Local Waste Assessment*. Available online at: <https://www.lancashire.gov.uk/media/714234/local-waste-assessment-2016.pdf>.

⁴⁶ Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council (2018), *Joint Lancashire Minerals and Waste Development Scheme 2014 – 2020*. Available online at: <https://www.lancashire.gov.uk/media/906398/full-development-scheme.pdf>.

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confirmed when the development scheme was revised and published in the spring/summer 2020. As of May 2021, there is no indication that these goals have been achieved.

- 2.1.77 The Joint Lancashire Local Aggregate Assessment 2021⁴⁷ provides information on permitted aggregate sites, including: planning permission dates; operators; information on local supply and demand; and import and export data.
- 2.1.78 The Joint Lancashire Monitoring Report 2020⁴⁸ provides information on permitted aggregate reserves, landbank requirements in addition to waste and mineral planning permissions granted.

Cumbria

- 2.1.79 The Cumbria Minerals and Waste Local Plan 2015 – 2030⁴⁹ (CMWLP) was adopted on 6 September 2017 by Cumbria County Council, which is the local minerals and waste planning authority. The CMWLP replaces the Cumbria Minerals and Waste Development Framework's Core Strategy and Generic Development Control Policies, both of which were formally adopted in 2009. The CMWLP sets out the vision for waste management and mineral development within Cumbria, outside of the Lake District and Yorkshire Dales National Parks, and outlines the strategic, development control and site allocations policies that underpin this.
- 2.1.80 The CMWLP's overall strategy states that by 2030:
- the timely provision of appropriate waste management facilities will have been ensured in the right locations, as close to the points of generation as is practicable; and
 - initiatives will have been successful in changing behaviours in order to meet, or exceed, targets for driving wastes up the waste hierarchy and minimising wastes sent to landfill.
- 2.1.81 Policy SP2 ('Provision for waste') reflects the need to ensure that sufficient provision is ensured for the management of all of Cumbria's wastes, whilst accepting that limited cross boundary movements of waste will occur.
- 2.1.82 Policy SP3 ('Waste capacity') identifies that the need for construction and demolition, or excavation, waste arising from infrastructure projects will be assessed and proposals considered against relevant policies in the CMWLP.

⁴⁷ Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council (2021), *Joint Lancashire Local Aggregate Assessment 2021*. Available online at: <https://www.lancashire.gov.uk/media/907089/joint-lancashire-local-aggregate-assessment-20211021.pdf>.

⁴⁸ Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council (2020), *Monitoring Report*. Available online at: <https://www.lancashire.gov.uk/media/918147/annual-report.pdf>.

⁴⁹ Cumbria County Council (2017), *Cumbria Minerals and Waste Local Plan 2015 – 2030*. Available online at: <https://www.cumbria.gov.uk/eLibrary/Content/Internet/538/755/1929/4298491253.pdf>.

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- 2.1.83 Policy SP8 ('Minerals safeguarding') addresses safeguarding mineral resources, mineral sites and associated infrastructure from other developments.
- 2.1.84 Cumbria County Council's Authority Monitoring Report 2018⁵⁰ contains information on waste and mineral planning permissions granted.
- 2.1.85 Cumbria County Council's Minerals and Waste Development Scheme (2018 – 2022)⁵¹ describes the approach and the programme of work that will be undertaken to monitor and review the CMWLP. A decision will then be taken before September 2022 as to whether a formal revision of the adopted plan is required.
- 2.1.86 The Joint Cumbria Waste Needs Assessment Update 2019⁵² includes forecasts of waste arisings within the County's catchment area, in addition to capacity and throughput data for waste facilities in 2017.
- 2.1.87 The Cumbria and Lake District Joint Annual Local Aggregates Assessment 2019⁵³ provides a detailed assessment of the current permitted reserves, available landbanks, local supply and demand, and import and export data in Cumbria.

2.2 Scotland

Dumfries and Galloway

- 2.2.1 The Dumfries and Galloway Area Waste Plan⁵⁴ dated March 2003 presents the strategic plan to manage waste in Dumfries and Galloway and Ayrshire, in line with the principles and objectives of Scotland's National Waste Strategy.
- 2.2.2 The Local Development Plan 2 (LDP2)⁵⁵ was adopted on 3 October 2019 and replaces the 2014 Local Development Plan. It provides the planning framework for the Dumfries and

⁵⁰ Cumbria County Council (2020), *Authority Monitoring Report 2018*. Available online at: <https://www.cumbria.gov.uk/elibrary/content/internet/538/755/1929/4392117427.pdf>.

⁵¹ Cumbria County Council (2018), *Minerals and Waste Development Scheme (2018 – 2022)*. Available online at: <https://cumbria.gov.uk/elibrary/Content/Internet/538/755/1929/43315141541.PDF>.

⁵² Cumbria County Council and Lake District National Park Authority (2019), *Joint Cumbria Waste Needs Assessment Update 2019*. Available online at: <https://cumbria.gov.uk/elibrary/Content/Internet/538/755/1929/4379018936.PDF>.

⁵³ Cumbria County Council and Lake District National Park Authority (2019), *Joint Annual Local Aggregates Assessment 2019 (incorporating figures for 2018)*. Available online at: <https://www.cumbria.gov.uk/elibrary/Content/Internet/538/755/1929/4378110518.pdf>.

⁵⁴ Scottish Environment Protection Agency (2003), *Ayrshire, Dumfries and Galloway Area Waste Plan*. https://www.orkney.gov.uk/Files/Rubbish-and-Recycling/awp_full.pdf.

⁵⁵ Dumfries and Galloway Council (2019), *Local Development Plan 2*. Available online at: https://www.dumgal.gov.uk/media/21885/Adopted-Local-Development-Plan-2/pdf/Adopted_LDP2_OCTOBER_2019_web_version.pdf?m=637060550180970000.

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Galloway region and sets out strategic policies which provide guidance on all aspects of development in the region to realise the vision for the next 20 years.

- 2.2.3 The plan identifies that the Dumfries and Galloway Council is working towards implementing the national Zero Waste Plan objectives in accordance with the waste hierarchy of prevention, preparation for reuse, recycling, other recovery and disposal and the council's Waste Management Strategy. It is also in accordance with Annex B to the Scottish Government's Zero Waste Management Plan⁵⁶ which indicates that additional waste management infrastructure capacity will be required to deal with 100,000 tonnes of mixed waste in Dumfries and Galloway.
- 2.2.4 The locations of existing and proposed waste management facilities are identified in proposals maps in the plan.
- 2.2.5 Policy IN3 ('New Waste Management Infrastructure') states that proposals for new waste management facilities or extensions to existing facilities will be supported where they deliver the objectives outlined in the Zero Waste Plan to move waste as high up the waste hierarchy as possible.
- 2.2.6 Policy IN4 ('Protection of Existing Waste Management Infrastructure') addresses the importance of safeguarding waste management facilities to ensure that future waste management needs are met.
- 2.2.7 Policy IN6 ('Waste Management Requirements for New Development') states that any new planning application must be supported by a Site Waste Management Plan, and that all new developments will be required to provide appropriate space in the development to accommodate appropriate recycling facilities.
- 2.2.8 Supplementary planning guidance documents have also been produced by the Dumfries and Galloway Council, which directly relate to policies in the Local Development Plan 2. One such guidance document on new waste management infrastructure⁵⁷ provides further detail on Policy IN3 while another⁵⁸ provides information on mineral resources in Dumfries and Galloway.

⁵⁶ Scottish Government (2010), *Zero Waste Management Plan*. Available online at: <https://www.gov.scot/publications/scotlands-zero-waste-plan/documents/>.

⁵⁷ Dumfries and Galloway Council (2015), *New Waste Management Infrastructure – Supplementary Guidance*. Available online at: https://www.dumgal.gov.uk/media/15875/New-Waste-Management-Infrastructure/pdf/New_waste_management_infrastructure.pdf.

⁵⁸ Dumfries and Galloway Council (2018), *Mineral Resources – Draft Supplementary Guidance – January 2018*. Available online at: https://www.dumgal.gov.uk/media/19760/LDP2-Draft-Supplementary-Guidance-Mineral-Resources/pdf/Draft_Mineral_Resources_SG_January_2018.pdf.

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