

City of Bradford Metropolitan District Council



Core Strategy: Issues and Options

Topic Paper 8: Waste Management



February 2007

1.0 INTRODUCTION

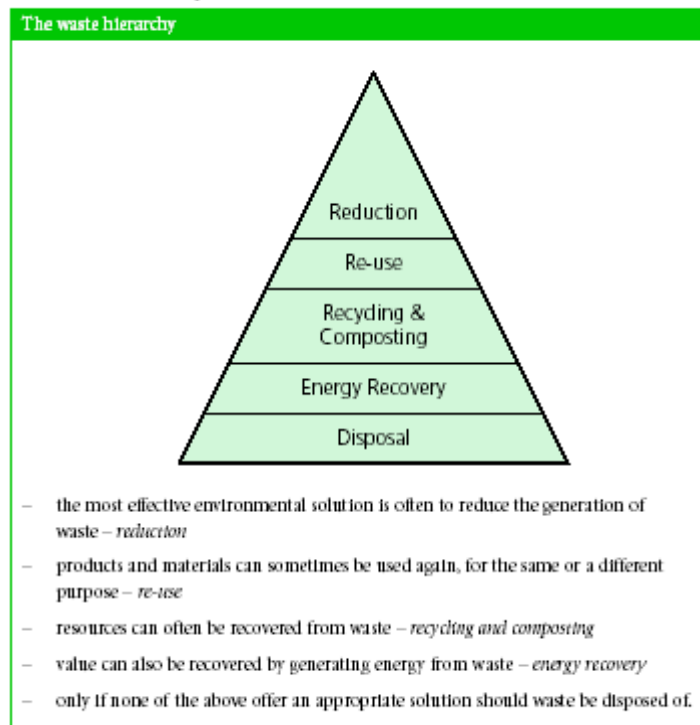
- 1.1 Topic paper 8 considers the strategic issues and options relating to waste for the Bradford Local Development Framework. This paper seeks to generate discussion about the issues and opportunities for the location and type of facilities that are necessary to support the sustainable management of waste. The Core Strategy should provide the overarching policy for the location and spatial approach to waste management. While this process can look at broad locational issues it is not intended at this stage to be site specific. The Waste Development Plan Document (DPD) will provide the detailed policy framework for waste and will identify sites in order to deliver the core strategy approach. The Waste DPD will be produced in tandem with the Core Strategy (see Local Development Scheme).
- 1.2 The topic paper is split into the following sections:
- Influences
 - Key Issues and Options
 - Evidence base
 - Key questions
- 1.3 The Consultation on the Issues and Options papers is the essential first stage in developing the Core Strategy. It provides an opportunity for the community to consider the big issues facing the District and shape the long-term vision for the district and ultimately the strategic policies to deliver the vision. The Issues and Options papers have been informed/ influenced by national policy, RSS the Community Strategy and Vision 2020 for the District as well as other relevant strategies.
- 1.4 The purpose of these documents is to encourage responses to the key issues and options affecting Bradford. The list of issues is not meant to be final, but it represents the initial thoughts as to the key issues that the Core Strategy could address. It is also an opportunity to raise new issues.

2.0 INFLUENCES

National Waste Strategy 2000 (May 2000)

- 2.1 This is a national document, which outlines the Governments *overall objectives for managing waste*.
- 2.2 Although it has been under review through an extensive consultation exercise, which closed in May 2006, it is not envisaged that the overall objectives set out in May 2000 will be significantly affected.
- 2.3 The **National Waste Strategy 2000** seeks to bring about a step change in the way we manage our waste. This involves moving away from landfilling towards more sustainable solutions further up the waste hierarchy (illustrated below).

The Waste Hierarchy



(Source: National Waste Strategy 2000)

- 2.4 The intention is to achieve this by:
- Changing the way we manage waste
 - Tackling the amount of waste produced, breaking the link between economic growth and increased waste.
 - Where waste is produced, putting it to good use, through re-use, recycling, composting and recovering energy.
- 2.5 Additionally the National Waste Strategy 2000 sets targets and indicators to ensure the necessary step change in waste management. In particular
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statutory performance standards for local authority recycling and composting, have been set to ensure that these targets are met.

National Planning Guidance

- 2.6 The main National Planning guidance that relates to waste is **Planning Policy Statement 10 (PPS10) – Planning for Sustainable Waste Management**, (July 2005).
- 2.7 One of the main intentions of PPS 10 is to support the Governments overall objectives set out in the National Waste Strategy 2000. The objectives are to deliver sustainable waste management through positive planning and providing opportunities for new waste management facilities of the right type, in the right place, at the right time.
- 2.8 Some of the key planning objectives to achieve the overall objective of PPS10 are to:
- 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, but one which must be adequately catered for;
 - provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities.

Regional Spatial Strategy

- 2.9 The **Draft Regional Spatial Strategy (RSS)** for the Yorkshire and Humber Region has specific policies related to waste. These objectives are inline with both those of National Waste Strategy 2000 and PPS10, but address matters more specifically at the Regional level.
- 2.10 The RSS recognises that significant progress has been made in terms of municipal solid waste recycling rates in the Region, but also acknowledges that the Region still produces large volumes of waste. In addition, the RSS also highlights that investment in new waste facilities and initiatives needs to take place at an accelerated rate in order to move the management of waste up the waste hierarchy, i.e. away from landfilling.
- 2.11 The RSS gives a broad identification (i.e. excellent, good, poor etc) of recycling/waste reprocessing capacity for specific types of waste, including glass, paper, plastics, wood, organics, aggregates and metal for the region.
- 2.12 The RSS defines the waste to be managed for the Region, for the years 2015 to 2021. For municipal solid waste, and commercial and industrial waste, it is split down to individual authority level. Hazardous waste is split into sub-regions for waste to be managed, it is acknowledged as a
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specific waste stream issue and the RSS advises due to difficulty gauging future arisings, difficult characteristics and their specialist treatment that it is not appropriate for authorities to identify specific sites. Construction and demolition waste is only identified as a regional figure, as is agricultural waste.

Bradford Municipal Waste Management Strategy

- 2.13 The **Municipal Waste Management Strategy** is a non-statutory document produced by Bradford Council to identify how the Council will manage the municipal waste it collects. It was adopted by Bradford Council at an Executive Committee in October 2005.
- 2.14 The strategy outlines the current position related to the management of the Districts municipal waste arisings, outlining what facilities exist within Bradford to deal with this waste stream and those facilities used outside Bradford. It also details the targets set by Government through The National Waste Strategy 2000 and other legislative drivers such as landfill tax and the **Landfill Allowance Trading Scheme (LATS)** and analyses how these seek to divert municipal waste from landfill, increase recycling, and move the management of waste up the waste hierarchy.
- 2.15 The Strategy also analyses the municipal waste arising in Bradford, acknowledges the growth rate and the need for a step change (as the majority of the municipal waste is disposed by landfill).
- 2.16 Various options are discussed and it concludes with a short-term proposal and long-term proposal for the management of Bradford's Municipal Waste.

Short term

- 2.17 The Short term proposal includes:
- continuing the waste awareness campaign, the planned expansion on the number of households offered kerbside recycling and the range of recyclate collected;
 - seeking a short term contract for processing mixed waste to generate a recyclable product (e.g., for land reclamation).

Long term

- 2.19 The long-term proposal includes a contract to deliver a step change in the management of municipal waste, up the waste hierarchy and away from landfilling. Such a contract would, amongst other matters:-
- have a start date of 2010 - 2012 at the latest;
 - have a contract period of 25 years duration:

- define the ends but not the means: it will not specify waste technology solutions, but will be based upon an output based specification which will meet specified targets in WS2000 and EU Landfill Directive, yet maximising disposal to landfill in compliance with LATS;
- allow for flexibility, ranging from a single plant, to which the Council delivers waste, through to the contractor operating other waste related services, such as Household Waste Recycling Centers (HWRC), refuse collection, trade waste collections, and residual waste disposal to landfill;
- adhere to the proximity principle: the Council will need to make land available upon which to construct new facilities, but this should not prevent consideration of regional/sub regional facilities which could be outside of the District, particularly where any bidder has strength nearby.

3.0 KEY ISSUES AND OPTIONS

The Current Waste position in Bradford

- 3.1 Waste within Bradford, has (as with most districts across Britain) traditionally been disposed of by landfill. Clearly, as highlighted by the influences above, it is no longer acceptable to just landfill waste, as landfilling can be a wasted opportunity and produces greenhouse gases.
- 3.2 Additionally, waste is currently growing at a 3% pa annum, if this continues it is estimated by Government that nearly twice as many waste management facilities would be needed by 2020 than there are currently today. This need for waste facilities would increase pressures on the land available for development within the Bradford District.
- 3.3 The table below helps us understand the waste produced in Bradford for 2005, the figures derive from the RSS and unfortunately do not break down to district level for all types of waste, but nevertheless it gives an indication of the volumes of waste (in tonnes) that are being produced

Type of waste	Regional	Sub Regional – west Yorkshire	Bradford District
Municipal waste	Up to 3,110,000 t	Up to 1,186,000 t	Up to 341,000 t
Commercial and Industrial	Up to 11,412,700 t	Up to 3,325,100 t	Up to 668,354 t
Hazardous	774,000 t	348,300 t	-
Construction and Demolition	12,001,800 t	–	–
Agricultural	5,125,000 t	-	-

(Source: Regional Spatial Strategy for Yorkshire and the Humber)

- 3.4 The current facilities which we have in the Bradford District to deal with the various waste types shown in the above table are:

Municipal

- 3.5 Two transfer stations (in Bradford to the south of the District, and Keighley to the north). The waste is bulk loaded and transported by road to distant landfill sites, *outside* of the Bradford District, in Wakefield and Skipton. Consequently the majority of the 341,000t of Municipal waste generated by the Bradford District is disposed of outside the Bradford District.
- 3.6 Household Waste Recycling Centers (HWRC – formerly known as Civic Amenity Sites), of which there are 7 within the District: Bowling Back Lane, Bradford, Royds Way, Keighley, Sugden End, Cross Roads, Keighley, Wilson Road, Dealburn Road, Wyke, Dowley Gap, Wagon Lane, Bingley, Ford Hill Depot, Hill End Rd, Queensbury, Golden Butts Depot and Ilkley

- 3.7 Materials Reclamation Facility (MRF) - A small MRF is located in Bradford to the south and processes waste for recycling. Once recycling waste is received, the waste is cleaned up and sorted into various types and grades and put into a suitable form for onward transportation to specialist recycling merchants.
- 3.8 17% of the municipal waste for 2004/5 was recycled.
- 3.9 There are some major facilities with planning permission to manage municipal and Commercial and Industrial (C& I) waste in the Bradford District, including an autoclave for 330,000 tonnes and a composting facility for 10,000 tonnes. There is also a landfill site with planning permission for 2.5 million tonnes of municipal, C&I and inert wastes. However, none of these sites are currently available, either because the facility has not been built, or in the case of the landfill it has not been brought online.

Commercial and Industrial

- 3.10 Currently there are approximately 10 sites in the District managing general C&I waste and 4 sites specialising in managing animal wastes.
- 3.11 Of the 10 sites dealing with general C&I, 8 sites are to the south of the district, in or around the City Centre area, particularly the Bowling area, with 2 sites to the north of the District in the Keighley/Eldwick area. Most of the 10 sites are waste transfer stations, which sort the waste, recycle what is possible and dispose of that material which cannot be recycled to landfill
- 3.12 Of the 4 specialist sites, 2 are in the city centre area and 2 to the east of the district in the Thornton/Harecroft area. These sites undertake processes such as rendering and incineration.

Construction and Demolition Waste

- 3.13 Currently there are approximately 8 sites managing Construction and Demolition (C&D) waste and 2 landfill sites disposing of this material (although one of the landfill sites is not currently operational it is anticipated that it will come on line in the near future).
- 3.14 Of the 8 sites managing C&D waste, most are waste transfer stations, recycling the material to produce a secondary aggregate and landfilling the 'fines', which cannot be recycled. 3 sites also manage the C&I waste detailed above.
- 3.15 Of the 8 sites managing C&D waste, 7 are to the south of the District in or around the city centre and 1 site is to the north in the Keighley area.
- 3.16 The 2 inert landfill sites are to the east of the District in the Thornton/Denholme/Cullingworth area.

Hazardous Waste

- 3.17 There is currently one major facility managing this type of waste and it is situated in the south of the district in the Bowling Back lane area.

Agricultural Waste

- 3.18 There is no facility managing this type of waste in the Bradford District, although it is probable the farmers currently manage this waste individually on their agricultural holding.

The Future Waste Position In Bradford

- 3.19 Predictions have been made at Regional level through the emerging RSS on the likely waste to be managed in years 2015 and 2021. Predictions have also been made on the landfill capacity, treatment and recycling required for municipal waste and commercial and Industrial waste, these are illustrated below.

Year 2015

Type of waste	Bradford waste to be managed	Max Bradford waste to landfill	Min Bradford waste to be treated	Min Bradford waste to be recycled
Municipal waste	Up to 431,900	Up to 142,500	Up to 289,400	Up to 142,500
Commercial and Industrial	Up to 758,106	Up to 257,756	Up to 500,350	-

(Source: Draft RSS)

NB Of the tonnage of waste to be treated (289,400t), 142,500t of this should be recycled.

Year 2021

Type of waste	Bradford waste to be managed	Max Bradford waste to landfill	Min Bradford waste to be treated	Min Bradford Waste to be recycled
Municipal waste	Up to 515,700	Up to 170,200	Up to 345,500	Up to 170,200
Commercial and Industrial	Up to 813,797	Up to 276,691	Up to 537,106	-

(Source: Draft RSS)

NB Of the tonnage of waste to be treated (345,500t), 170,200t of this should be recycled.

3.20 For the other types of waste the figures are only Regional and Sub-regional as illustrated below

Year 2015

Type of waste	Regional	Sub Regional – West Yorkshire	Bradford District
Hazardous	1,048,000	471,600	-
Construction and Demolition	12,778,100	–	–
Agricultural	2,829,000	-	-

(Source: Draft RSS)

Year 2021

Type of waste	Regional	Sub Regional – West Yorkshire	Bradford District
Hazardous	1,048,000	471,600	-
Construction and Demolition	13,306,400	–	–
Agricultural	1,982,000	-	-

(Source: Draft RSS)

3.21 Clearly it is predicated that there will be an increase in *all types* of waste and it needs to be considered how we best manage this waste. We are being challenged by legislative and fiscal means to move the management of our waste up the waste hierarchy.

3.22 The National Waste Strategy 2000 has partially influenced our consideration of the management of the waste we generate by setting targets for municipal waste. To meet these targets the Government has indicated that the focus should be on recovering value and reducing environmental impacts. This means not only putting waste materials to better use, but also tackling any growth in waste.

3.23 The targets for Bradford are:-

- To recycle or compost at least 25% of household waste by 2005
- To recycle or compost at least 30% of household waste by 2010
- To recycle or compost at least 33% of household waste by 2015

3.24 It is obvious from the details of *where* and *how* we treat our waste in the above section 'The current position in Bradford', that Bradford is currently failing to manage some wastes in a sustainable manner, particularly municipal waste. The vision below reflects all our responsibilities, followed by some options to deliver this vision.

Vision

Bradford needs to take responsibility of the waste it generates, undertaking a step change in the way it manages its waste, through more sustainable waste management, moving the management of waste up the waste hierarchy of: reduction; re-use; recycling and composting, using waste as a source of energy and only disposing as a last resort. We should look to be self sufficient in managing the waste we generate, locating facilities for the management of waste as close as possible to its place of production.

We need to develop appropriate strategies for growth, regeneration and the prudent use of resources and pivotal to this is providing sufficient opportunities for new waste management facilities of the right type, in the right place at the right time.

Key Questions and Options to help deliver the vision

Waste Reduction (minimising)**Key Question**

8.1 How can the LDF promote waste minimisation and re-use?

3.25 Options include:

- Requiring/encouraging developers to undertake lean and modular construction design which realizes materials
- "Designing out" waste by selecting standard component sizes
- Requiring/encouraging as part of any planning application the developer to outline how waste will be reduced (minimised) whilst the development is under construction
- Requiring/encouraging developers to include innovative ideas in their proposals for waste reduction (minimisation) when the development is brought into use e.g. smaller bin areas

Waste re-use

3.26 Options include:

- Requiring/encouraging developments to re-use products in construction which may be considered by others as waste e.g. using stone from a demolished building for construction of new development.

- Requiring/encouraging developers to include innovative ideas in their proposals for waste re-use after construction e.g. glass collection points for bottles that can be re-used (e.g milk bottles)

Waste Recycling

Key Question

8.2 How can the Waste DPD help assist in the Bradford District reaching it's recycling targets set by Government?

3.27 Options include:

- Requiring/encouraging developers to use recycled products as part of the construction process – e.g recycled glass, secondary aggregates (crushed construction and demolition waste), composting for landscaping.
- Requiring/encouraging developers to include innovative ideas in their development proposals for waste recycling – e.g. specific areas in the development for composting, glass collection, paper collection
- To allocate more Civic Amenity sites in the Waste DPD to encourage recycling by the general public
- To allocate sites in the waste DPD for the range of recycling uses, e.g. paper recycling, glass recycling, aggregate recycling
- To allocate sites in the waste DPD that focus around sustainable objectives and uses, including reduction, re-use and recycling of waste e.g. sustainable business parks
- To work with adjoining authorities in the West Yorkshire sub region to ensure that sites are identified

Waste Energy Recovery (generating energy from waste)

Key Questions

8.3 What additional waste management facilities are needed for the different types of waste that are produced in the Bradford District?

8.4 Are there any types of waste for which there are sufficient

3.28 Options include:

- Requiring developers, who propose energy from waste developments, to demonstrate that they have taken the waste hierarchy into account

and re-used and recycled as much waste as possible before using the waste for energy production.

- To allocate sites in the waste DPD for a range of waste facilities, including energy recovery
- To allocate sites in the waste DPD specifically for energy recovery
- To work with adjoining authorities in the West Yorkshire sub region to ensure that sites are identified

Waste Disposal

Key Questions

- 8.5 In which areas of the Bradford District should these waste management facilities be located?
- 8.6 Should we identify the major waste facilities that may be required and allocate sites for these?
- 8.7 Should we have a site selection criteria as well as identifying the major waste facilities?

3.29 This effectively constitutes landfilling. As detailed above this is the least favored option by Government and legislative and fiscal means are driving developers and authorities alike away from this option.

3.30 However, it is recognised by Government and is acknowledged in the RSS that the change from landfilling to other ways of managing waste will take some time. It is also recognised that many of the processes for managing waste have a residual element for which there is little option but disposal, consequently there is still likely to be a need for some forms of landfilling.

3.31 Options

- To allocate sites in the waste DPD for landfilling, but with a limited short term allocation – allowing other ways of managing waste to come online
- To allocate sites for landfilling, but only for the residual elements of other waste management processes
- To work with adjoining authorities in the West Yorkshire sub region to ensure that sites are identified

Sites for waste management facilities – helping to deliver the vision

- 3.32 The purpose of the Core Strategy, in relation to waste, is to consider how we allocate the sites, but not actually allocate them. The primary purpose of the ‘secondary’ document, the Waste DPD, is to actually allocate sites in line with the principals of the Core Strategy, based on the amount of waste the Bradford District has to manage.
- 3.33 Options for site identification include:
- Allocating sites for specific waste types, e.g. municipal, C&I, C&D, hazardous, agricultural
 - Allocating sites for specific waste processes, e.g. recycling, thermal treatment, landfilling
 - Allocating sites for waste types which are likely to need large facilities to be cost effective, e.g. municipal waste, C &I and use a site selection criteria for establishing sites for other types of waste e.g. C&D.
- 3.34 As part of our consideration of the site allocation, we need to acknowledge the existing sites and those sites with planning permission (but not brought on line), which are outlined in the section ‘The Current Waste position in Bradford’.

4.0 EVIDENCE BASE

- 4.1 The Council has had regard to the available evidence base in developing the Core Strategy Issues and Options. The Council has also drawn on other studies and documents. Of particular relevance to waste are the following:

Regional Waste Facility Capacity Study

Regional Data Digest (September 2005)

Regional Spatial Strategy Annual Monitoring Report

Municipal Waste Strategy

Bradford Annual Monitoring Report 2006

5.0 KEY QUESTIONS

- 8.1 How can the Waste DPD promote waste minimisation and reuse?
- 8.2 How can the Waste DPD help assist in the Bradford District in reaching it's recycling targets set by Government?
- 8.3 What additional waste management facilities are needed for the different types of waste that are produced in the Bradford District?
- 8.4 Are there any types of waste for which there are sufficient facilities?
- 8.5 In which areas of the Bradford District should these waste management facilities be located?
- 8.6 Should we identify the major waste facilities that may be required and allocate sites for these?
- 8.7 Should we have a site selection criteria as well as identifying the major waste facilities?