

# **Local Development Framework**

Bolton's Core Strategy

Background Document – BD4D

Prosperous Bolton (waste & minerals)

December 2009

**Shaping the future of Bolton**



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# 1 Introduction

- 1.1 This Background Document is one of sixteen produced by Bolton Council to provide evidence to support the publication version of the Bolton Core Strategy.
- 1.2 This background document covers the **Prosperous** theme Waste and Minerals Policies:
- **Policy P3 - Waste**
  - **Policy P4 - Minerals**
- 1.3 Each Background Document is structured to provide information, which demonstrates the soundness of the Core Strategy as a whole:
- Conformity with national and regional guidance;
  - Specific evidence on which the policy approach is based;
  - How the policy approach was developed at each stage of the plan making process and a summary of representations at each of those stages;
  - Information and guidance provided by the Sustainability Appraisal;
  - A statement that shows how the policies contribute to the effectiveness of the Core Strategy as a whole considering deliverability, flexibility and ability to be monitored;
  - Conclusions on soundness
- 1.4 All documents referenced are held within the Public Examination Core Document Library.

## 2 Background

- 2.1 Policy P3 ensures the effective and sustainable management of waste at appropriate locations across the borough.
- 2.2 Policy P4 ensures that an adequate landbank of suitable minerals is maintained and that known resources of minerals are safeguarded. The policy also identifies broad areas of search for the various minerals located across the borough.

### Links to the Sustainable Community Strategy

- 2.3 The prosperous theme waste and minerals policies have a clear link to the two main aims of Bolton's Sustainable Community Strategy (SCS) – *narrowing the gap between the most and least well off* and *ensuring economic prosperity*. How the waste and minerals policies help deliver these aims, as well as the specific aims of the "Prosperous Bolton" section of the SCS is outlined below:

#### Policy P3 (Waste)

- Supports the aim of ensuring economic prosperity through the creation of employment opportunities arising from waste management and re-cycling facilities.
- Supports the aim of reducing the gap between the most and least well off and of matching jobs and investment to those most in need by concentrating these facilities in regeneration areas.

#### Policy P4 (Minerals)

- Supports the aim of ensuring economic prosperity through job creation and contributing towards the maintenance of Greater Manchester's share of the regional production of aggregates.
- There is limited opportunity to reduce the gap between the most and least well off, without increasing the need to travel, because minerals can only be worked where they occur.

### Links to the Strategic Objectives

- 2.4 The basis of the Council's strategic approach and vision is explained in BD1. Of the 16 Strategic Objectives the following are relevant to the Waste and Minerals Policies:
  - Strategic Objective 7 – ensure that Bolton provides for sustainable waste management.
  - Strategic Objective 8 – ensure that Bolton provides minerals to support economic growth in an environmentally sustainable way.
- 2.5 The Waste and Minerals policies have been framed to deliver the achievement of the Vision and Strategic Objectives 7 and 8 "on the ground"

## 3 Context

- 3.1 This section identifies the policy and research context in which the waste and minerals policies have been prepared. The following paragraphs show how the policy accords with guidance and information.

### National planning policy statements and guidance documents

#### PPS1 Delivering Sustainable Development

- 3.2 Waste: PPS1 states that Development Plan Policies should seek to minimise the need to consume new resources over the lifetime of the plan by making more efficient use or re-use of existing resources. Policy P3 achieves this by giving priority to waste minimisation followed by the re-use/recycling of waste materials.
- 3.3 Minerals: PPS1 states that sufficient land, of a suitable quality, in appropriate locations to meet the needs of mineral exploitation should be provided. Policy P4 achieves this by ensuring an adequate landbank of gritstone, sand and gravel is maintained to make a contribution towards the maintenance of Greater Manchester's share of the regional production of aggregates; while also identifying areas of search for gritstone, sand, gravel and coal.

#### PPS10 Planning for Sustainable Waste Management

- 3.4 Policy P3 supports the objectives of PPS10 in a number of ways including:
- Helping drive waste management up the waste hierarchy by giving priority to waste minimisation, followed by the re-use and recycling of waste materials.
  - Providing a framework in which communities take more responsibility for their own waste by concentrating waste treatment facilities in regeneration areas, enabling facilities to be close to the locations that are generating waste.
  - Enabling waste to be disposed of in one of the nearest appropriate installations by concentrating waste treatment schemes along key transport corridors.

#### Minerals Policy Statement 1: Planning and Minerals

- 3.5 Policy P4 supports the objectives of Minerals Policy Statement 1 (MPS1) in a number of ways including:
- Maintaining a land bank of minerals, contributing to the maintenance of Greater Manchester's share of the regional production of aggregates, thus helping ensure the prudent, efficient and sustainable use of minerals and minimising the requirement for new primary extraction.
  - Safeguarding known sources of minerals.
  - Safeguarding existing and planned infrastructure that supports mineral exploitation thus helping secure adequate and steady supplies of minerals needed by society and the economy.

## **Minerals Policy Statement 2: Controlling and Mitigating the Environmental Effects of Mineral Extraction in England**

- 3.6 Policy P4 also complies with MPS2 which sets out policies and considerations in relation to the environmental effects of mineral extraction.

## **Regional policy and evidence**

### **North West Regional Spatial Strategy**

- 3.7 Minerals - Policy P4 complies with RSS Policies:
- EM7( Minerals Extraction) - by making provision for an adequate supply of minerals to meet the regions apportionments of land won aggregates.
  - EM8 (Land-won Aggregates) and EM9 (Secondary and Re-cycled Aggregates): Complianace will be established through the Greater Manchester Joint Minerals Development Plan Document.
- 3.8 Waste - Policy P3 complies with RSS Policies:
- EM10 (A Regional Approach to Waste Management) – by promoting the provision of sustainable new waste management infra-structure, facilities and systems.
  - EM11 (Waste Management Principles) – by prioritising waste minimisation followed by the re-use and re-cycling of waste materials.
  - EM12 (Locational Principles) – by concentrating waste treatment facilities in regeneration areas and along key transport corridors thus ensuring that they are close to the locations that are generating waste and have access to good transport links.
  - EM13 (Provision of Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities) – Compliance will be established through the Greater Manchester Joint Waste Development Plan Document.

## **Other plans, strategies and evidence**

### **Greater Manchester Waste Needs Assessment**

- 3.9 This provides information on waste arisings for the principal waste streams and where there may be a capacity gap. It also looks at the potential for recycling and energy recovery with the aim of managing waste more sustainably and moving towards the top of the waste hierarchy.

### **Greater Manchester Municipal Waste Management Strategy**

- 3.10 This document sets out how each authority will meet its national recycling, recovery and landfill diversion targets. The plan develops policies and identifies sites to assist in providing a more sustainable way of managing our waste.



## 4 Council Approach

- 4.1 BD1 illustrates the councils approach to choosing the overall spatial options. The councils approach to the Waste and Minerals policies is outlined below:
- 4.2 The 10 Greater Manchester Authorities are jointly preparing a Waste Development Plan Document and a Minerals Development Plan Document.

### **Joint Waste Development Plan Document**

- 4.3 This DPD will:
- Develop the main policies and broad framework for implementation and monitoring.
  - Detail how Planning Authorities will meet their contributions to delivering the identified needs of the region for all waste streams, within acceptable social, economic and environmental parameters.
  - Set out how waste management will be considered alongside other spatial concerns, recognising the positive contribution waste management can make to the development of sustainable communities.
  - Plan for the provision of new capacity.
  - Set out broad and detailed criteria based policies for the plan area.
  - Allocate sites/areas for waste management facilities.

### **Joint Minerals Development Plan Document**

- 4.4 This DPD will:
- Develop the main policies and broad framework for implementation and monitoring.
  - Detail how Planning Authorities will meet their contribution to delivering the identified needs of the region for all minerals within acceptable social, economic and environmental parameters.
  - Set out how minerals will be considered alongside other spatial concerns, recognising the importance of the prudent use of minerals in preserving natural resources.
  - Safeguard existing storage and handling facilities and identify future sites to accommodate such facilities.
  - Indicate areas where future working might be sustainable.
  - Identify Mineral Safeguarding Areas.
  - Set out detailed criteria based and site specific policies for the plan area.

## Core Strategy Key Issues

- 4.5 The key issues report highlighted the following:
- Total household waste arisings in Bolton amounted to 108, 943 tonnes in 2005-2006. Of this 18,468 tonnes (16.95%) was recycled and 8,687 tonnes (7.97%) was composted. The remainder was taken to Raikes Lane Thermal Recovery Unit, which converts waste to energy thus avoiding landfill.
  - The need to both reduce the quantities of waste for disposal and ensure there are good facilities for the disposal of waste.
  - The Borough has geological deposits of sandstone and gritstone, opencast coal, sand and gravel and that there were currently active working for sandstone and opencast coal.
  - The need to both ensure that the Borough contributes to the supply of minerals as appropriate and reduce the consumption of minerals from primary sources.
- 4.6 The following responses on Prosperous Theme Waste and Minerals policies were noted and influenced the development of the Core Strategy Issues and Options Report:
- The need to consider locations for a new incinerator.

## Core Strategy Issues and Options

- 4.7 The Issues and Options Report set out 3 Spatial Options for ensuring there are good facilities for the disposal of waste:
- Facilities for the disposal of waste will be spread throughout the urban area.
  - Facilities for the disposal and re-cycling of waste will be concentrated along key transport corridors, including the M61.
  - Facilities for the disposal of waste will be spread within and on the edge of the urban area.
- 4.8 The Greater Manchester Joint Waste Development Plan Document will address the detailed application of whatever option is chosen
- 4.9 The Issues and Options Report set out 1 Option for ensuring that the borough contributes to the supply of minerals as appropriate:
- Minerals related development will be acceptable across the Borough. Minerals can only be worked where they naturally occur so it is not possible to limit mineral related development to the urban area.
- 4.10 The Sustainability Appraisal completed at Issues and Options Stage is summarised below:
- New development, wherever located, will have an impact on the environment through more waste being produced. The impact will be minimised through the inclusion of sustainable design and construction principles in any developments required by the Sustainable Design and Construction SPD.

- 4.11 At this stage of public consultation, the written responses broadly supported the approach taken with regard to waste and minerals but stressed the need for the policies to reflect the outcome of the Joint Waste DPD and the Joint Minerals DPD.
- 4.12 Most participants, at the workshops, felt that waste disposal sites should be located in rural areas where impact would be minimised. A minority felt that such facilities should be located near to where people live for easier access and the protection of the countryside.

## **Core Strategy Preferred Options**

- 4.13 The Core Strategy Preferred Options document recognises:
- The requirement to satisfy the identified need for facilities for disposal of waste and re-cycling;
  - A Prosperous Bolton must contribute an appropriate supply of facilities for the treatment and disposal of waste.
- 4.14 The Core Strategy provides a framework for maximising Bolton's contribution to Greater Manchester's self-sufficiency in facilities for treating its own waste and to the proximity principle. The Preferred Waste Option is in line with the principles of the waste hierarchy and conforms to the overall spatial option of concentrating waste treatment facilities in regeneration areas and along key transport corridors. This enables facilities to be close to the locations that are generating waste and have access to good transport links.
- 4.15 The Greater Manchester Joint Waste Development Plan Document (JWDPD) will identify and safeguard sites within appropriate locations for a range of waste management facilities. This will be based on a comprehensive assessment of waste needs.
- 4.16 The Core Strategy sets down a strategic approach for waste management in Bolton and the JWDPD will interpret this on a more detailed basis across Greater Manchester.
- 4.17 Waste management for a range of different types of development is considered in the Sustainable Design and Construction section of the Development Management chapter.
- 4.18 The preferred option seeks to minimise the need to consume new resources over the lifetime of the development by making more efficient use or re-use of existing resources, taking account of environmental issues such as the management of waste that the human and environmental health, including producing less waste and using it as a resource wherever possible.
- 4.19 The Core Strategy Preferred Options document recognises:
- That a prosperous Bolton must contribute an appropriate supply of minerals for construction;
- 4.20 The 10 Greater Manchester Districts are considering whether to prepare a Joint Minerals Development Plan Document.
- 4.21 Minerals can only be worked where they occur and so it is not possible to apply the overall Preferred Spatial Option for mineral workings. The strategic approach will be to continue to identify areas of search for coal, gritstone, sand and gravel, and these will be identified in the Allocations Development Plan Document. It is expected that any requirement for the particular mineral would be met primarily from within the areas of search. Known

resources of minerals will be safeguarded in the Allocations Development Plan Document. The Council will promote the use of recycled and secondary aggregates.

- 4.22 Development for minerals workings will conform to national policies for minerals extraction. Developers will need to ensure that minerals workings are within acceptable social, economic and environmental parameters. Minerals must be transported in a sustainable way. There must be effective restoration and aftercare of all mineral sites.
- 4.23 The Sustainability Appraisal completed at Preferred Options Stage is summarised below:
- New development, wherever located, will have an impact on the environment through more waste being produced. The impact will be minimised through the inclusion of sustainable design and construction principles in any developments required by the Sustainable Design and Construction SPD.
- 4.24 The public consultation exercise at Preferred Options Stage demonstrated broad support for the Waste and Minerals policies. It was felt that Waste and Minerals should be reflected in the Strategic Objectives and this view has been taken on board.

## 5 Conclusions

### Summary of policy formulation

- 5.1 Policy P3 has been developed to provide strategic guidance for dealing with waste in a sustainable manner. Policy P4 has been developed to ensure that supplies of minerals are identified and maintained within the Greater Manchester area. Consultation has shown support for including these policies within the Core Strategy. Further work in identifying areas and sites will be completed through the Allocations DPD at a later stage.

### Soundness

- 5.2 The Council considers the policies and their contribution to the overall Core Strategy sound as they are:

#### Consistent with National Policy

- 5.3 This Background Document shows that the spatial vision and objectives are in accordance with national policy.

#### Justified

- **Founded on a robust and credible evidence base**

- 5.4 The Background Document shows that the prosperous theme retail and leisure policies are based on a robust and credible evidence base including factual information, studies, strategies, consultation and sustainability appraisal.

- **Most appropriate alternative**

- 5.5 This background document shows that the Council has put forward different options and has chosen the prosperous theme waste and minerals policies that best reflects the available evidence. It also shows that the council has developed policy through a process of putting forward possible options based on the Community strategy, and then adjusted them to reflect consultation responses and to ensure they are based on spatial planning.

#### Effective

- **Deliverable**

- 5.6 The delivery of the Core Strategy Prosperous Theme Waste and Minerals Policies will be by funding from Bolton Council and its partners in the private, public and voluntary sectors, through the Allocations Development Plan Document and Supplementary Planning Documents.

- **Flexible**

- 5.7 Policies P3 and P4 recognise that future demand for waste management facilities, and minerals, may be variable by allowing for changes in phasing.

- **Capable of being monitored**

- 5.8 Core Strategy Monitoring will be carried out through the monitoring of individual policies as outlined below:

<b>Measuring Delivering – Prosperous - Waste (P3)</b>
<b>Strategic Objectives met:</b> SO7, SO10
<b>Indicators (and targets)</b>
Capacity of new waste management facilities by type (self sufficiency for waste capacity in Greater Manchester) Amount of municipal waste arising and managed by waste type, recycled, composted and energy recovery
<b>Flexibility and phasing</b>
Future demand for waste management facilities may be variable, but this policy allows for changes in phasing, and specific locations are an issue for the Greater Manchester Joint Waste Development Plan Document

<b>Measuring Delivering – Minerals (P4)</b>
<b>Strategic Objectives met:</b> SO8, SO10
<b>Indicators (and targets)</b>
Production of primary land won aggregates on a sub-regional basis Production of secondary/recycled aggregates on a sub-regional basis
<b>Flexibility and phasing</b>
Future demand for minerals may be variable, but this policy allows for changes in phasing and specific locations is an issue for either the Greater Manchester Joint Mineral Development Plan Document or the Allocations DPD