

# Local Development Plan | 2030

## Draft Plan Strategy

Evidence Paper 15: Waste

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## Executive Summary

- The Regional Development Strategy 2035 and the Northern Ireland Waste Management Strategy set the regional context for waste. This is supported at the local level by the Strategic Planning Policy Statement, which directs LDPs to support sustainable waste management policies.
- The Council has undertaken a number of initiatives to increase recycling and has set a target to recycle 55% of the Borough's municipal waste by 2018-19.
- The Council provides a bulky household waste collection service for our residents.
- The Council and a number of private operators, licensed by DAERA, process municipal waste and a number of private operators process non-municipal waste.
- There are five operating recycling centres in the Borough but no waste processing plants; municipal waste from the Borough goes to Alpha Resource Management's Mullaghglass landfill site near Lisburn. Northern Ireland's only treatment and incineration facility for clinical waste is located at the Antrim Area Hospital.
- The LDP has an important role in seeking to ensure that sustainable waste management facilities can be provided for in the Borough in order to ensure the Borough's waste can be processed without having a negative impact on the environment or people.

# 1 Introduction

- 1.1 This is one of a series of background papers and studies being presented as part of the evidence base to inform the preparation of the Antrim and Newtownabbey Local Development Plan 2030 (LDP). This paper draws together the evidence base used in relation to the topic of the Waste. The evidence in this paper was collated at a point in time and may be subject to further updates. Evidence papers should be read collectively.
- 1.2 In line with Departmental guidance, the Council has updated it's evidence base to inform the next stage of the LDP known as the Plan Strategy. This paper updates the 'Facilitating Economic Development' baseline evidence paper, as it relates to waste, which accompanied the Preferred Options Paper (POP) published in January 2017.
- 1.3 It should be noted that the evidence base collected to inform the draft Plan Strategy also forms the basis for additional assessments and appraisals required as part of the LDP preparation process, most notably the Sustainability Appraisal.
- 1.4 This paper draws together the evidence base used in relation to the topic of waste management. Waste is described as the unwanted by-product of industrial, commercial and domestic activities or anything otherwise discarded. Sustainable waste management is essential for the health and well-being of society, and quality of life. Sustainable waste management can be seen as a resource and an opportunity, rather than a burden. The provision of waste facilities and infrastructure can make a valuable contribution towards sustainable development.
- 1.5 Waste development can be associated with impacting and sometimes damaging the environment. However, this does not have to be the case. It is important for planning officers to be aware of where waste development is located in relation to a number of factors including, neighbouring land uses, environmental assets, land and water resources, and areas of flood risk. It is imperative that proposed waste development sites are located in the right place, with suitable transport and socio-economic connections.
- 1.6 The Department of Agriculture, Environment and Rural Affairs (DAERA) oversees waste regulations. Responsibilities include registering waste carriers, waste management licensing, enforcement and overseeing remedial action, identifying contaminated land, as well as determining liability of contaminating substances, which escape to other land. DAERA also publish quarterly reports, which contain provisional figures on key measures. Waste can be divided into two categories – municipal and non-municipal. Municipal refers to waste created by an individual person, household, business, or institutions, such as schools or hospitals. Non-municipal waste is waste that is created due to the production of a product. This can be divided into three main categories – mining, agricultural, and industrial wastes.

- 1.7 Central government is also responsible for the drafting of legislation on waste and implementation of waste management policy and the promotion of a more sustainable approach to dealing with waste in Northern Ireland. Councils are responsible for the collection and disposal of waste in their area. Recycling and composting is similarly the responsibility of Councils and is facilitated through the provision of domestic recycle bins, bottle banks and civic amenity sites throughout the district.

## **2 Legislative Context**

### **The Planning Act (Northern Ireland) 2011**

- 2.1 The Planning Act (Northern Ireland) 2011 (hereafter referred to as the 2011 Act) is the principal planning legislation in Northern Ireland, which underpins the reformed two-tier planning system that commenced on 1 April 2015. It introduced the plan-led system, where the LDP is the primary consideration for decision making on all new development schemes and proposals will be required to accord with it's provisions unless, exceptionally other material considerations indicate otherwise.
- 2.2 Under the new Planning System introduced in 2015, the LDP will comprise of two documents, a Plan Strategy and a Local Policies Plan that will be prepared in sequence. It also requires the LDP to be subject to a Sustainability Appraisal.

### **The Planning (Local Development Plan) Regulations (Northern Ireland) 2015**

- 2.3 These Regulations set out the sequence in which the Council's new LDP is to be prepared and provides detail on the content and procedure of each stage in the LDP preparation process and independent examination.

### **The Planning (Statement of Community Involvement) Regulations (Northern Ireland) 2015**

- 2.4 These Regulations set out the sequence in which the Council's Statement of Community Involvement (SCI) is to be prepared and provides detail on the content and procedures required. The Council published it's SCI in January 2016 the purpose of which is to define how the Council will engage with the community in the delivery of the LDP. It is set within the context of the Council's Corporate Plan and meets the requirements of the 2011 Act.

### **Northern Ireland (Miscellaneous Provisions) Act 2006**

- 2.5 Section 25 of the Northern Ireland (Miscellaneous Provisions) Act 2006 requires all Northern Ireland Departments and Councils, in exercising their functions, to act in the way they consider best calculated to contribute to the achievement of sustainable development. Section 5 of the 2011 Act copper-fastens this duty by requiring those who exercise any function in relation to LDPs to do so with the objective of furthering sustainable development.

### **Local Government Act (Northern Ireland) 2014**

- 2.6 The Local Government Act (Northern Ireland) 2014 introduced a statutory link between a Council's Community Plan and LDP, and requests that the preparation of the LDP must take account of the Community Plan.
- 2.7 Section 89(5) of this Act 2014 specifically refers to the standards specified in the Local Government (Performance indicators and standards) Order (Northern Ireland) 2015. The Council is committed to meeting and where possible exceeding the standards set by central government departments through performance indicators (Table 1).

**Table 1 - Waste Management – Performance Measures for 2019-20**

Indicator – The percentage of household waste collected that is sent for recycling (including waste prepared for reuse)	Standard – 55% (53% for 2017-18)
Indicator – The amount (tonnage) biodegradable municipal waste that is landfilled	Standard – 16,788 (13,871 for 2017-18)
The amount (tonnage) of Local Authority Collected Municipal Waste arising	N/A (93,004 for 2017-18)

### **Section 75 of the Northern Ireland Act 1998**

- 2.8 The Council has a statutory duty under Section 75 of the Northern Ireland Act 1998 as a public authority, in carrying out its functions relating to Northern Ireland, to have due regard to the need to promote equality of opportunity between the nine equality categories of persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation; men and women generally; persons with a disability and persons without; and persons with dependants and persons without.
- 2.9 Council has engaged and will continue to engage with Section 75 groups throughout the LDP process, adhering to the Council's SCI.

### **Rural Needs Act (Northern Ireland) 2016**

- 2.10 The Rural Needs Act (Northern Ireland) 2016 provides a statutory duty on public authorities to have due regard to rural needs when developing, adopting, implementing or revising policies, strategies and plans, and when designing and delivering public services and came into effect for Councils in June 2017.
- 2.11 Rural needs is an ongoing and integral component of the Council's LDP.

**The Environmental Assessment of Plans and Programmes Regulations (Northern Ireland) 2004**

- 2.12 It is a statutory requirement that all plans and programmes that are likely to have a significant environmental effect must be subject to a Strategic Environmental Assessment (SEA). The European Union Directive '2001/42/EC' states that an SEA is mandatory and was transposed into local legislation in the form of The Environmental Assessment of Plans and Programmes Regulations (Northern Ireland) 2004 (the EAPP (NI) Regulations). The objective of the SEA directive is to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the Council's LDP, with the view to promoting sustainable development.
- 2.13 The SEA is an ongoing process and must be carried out in conjunction with, and integrated into the LDP process. Under the provisions of the SEA Directive and the Regulations, an environmental report is published with the LDP document.

**The Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995**

- 2.14 The LDP is required to consider its impact on the integrity of Natura 2000 sites (these comprise Special Areas of Conservation, Special Protection Areas and RAMSAR Sites) and will be subject to a Habitats Regulation Assessment (HRA). Similar to the SEA the HRA is an on-going process, which will take place at key stages during the preparation of the LDP. The Regulations contribute to transposing the requirements of the EC Habitats and Birds Directives.

**Landfill Regulations (Northern Ireland) 2003**

- 2.15 The requirements of the EU Landfill Directive (1999/31/EC) were transposed through the Landfill Regulations (Northern Ireland) 2003, and its amendments, the Waste and Emissions Trading Acts 2003, and the Landfill Allowances Scheme (NI) Regulations 2004 (as amended). The Directive obliges member states to reduce the amount of biodegradable waste in landfill by 65% by 2016 compared to 1995 levels.

**Food Waste Regulations (Northern Ireland) 2015**

- 2.16 These regulations require the separation of food waste from landfill waste. They require businesses producing more than 50kg of food waste per week to present their food waste for separate collection and for Councils to provide separate receptacles for the collection of food waste from households.



### 3 Regional Policy Context

#### **Draft Programme for Government Framework 2016-2021**

- 3.1 The key aim of the draft Programme for Government (PfG) is to grow a sustainable economy through investing in the future, tackling disadvantage, improving health and wellbeing, protecting the people and the environment, building a strong and shared community and delivering high quality services.
- 3.2 The delivery of many of the strategic outcomes will be the responsibility of central government, however, the LDP will play a supporting role in helping to deliver many of these. Particularly relevant are Outcome 2, 'We Live and Work Sustainably, Protecting the Environment', and Outcome 12, 'We Have Created a Place Where People Want to Live and Work, to Visit and Invest'.

#### **Sustainable Development Strategy Northern Ireland 2010**

- 3.3 The Strategy refers to striking an appropriate balance between the responsible use and protection of natural resources in support of a better quality of life and a better quality environment. The Strategy refers, 'In land use, development planning, waste management and in all of our other activities, we must be aware of our environment as a finite resource, of our need to live within environmental limits and how our consumption of natural resources affects the ability of the natural environment to support us in the future. Properly considered, our physical environment is an invaluable asset, underpinning our future prosperity and quality of life'. The Strategy aims to do this by (a) minimising waste production, and (b) reducing the total quantity of waste going to landfill.

#### **Regional Development Strategy 2035**

- 3.4 The Regional Development Strategy 2035 (RDS) aims to protect and enhance the environment for current and future generations. It recognises that Northern Ireland's environment is one of its greatest assets that has benefits in terms of the economy and quality of life.
- 3.5 The RDS recognises the importance of waste management, and acknowledges that should waste not be managed in a safe manner, it can become a serious threat to public health, cause damage to the environment, and result in local nuisance.
- 3.6 With regard to Regional Guidance (RG) and Spatial Framework Guidance (SFG), the RDS promotes the application of the Waste Hierarchy principles as outlined in the EU Waste Framework Directive 2008 (discussed later in this section). Furthermore, it seeks the adoption of the 'proximity principle', whereby waste should be processed as close as practicable to its point of generation to minimise the environmental impacts of waste transport (RG11).
- 3.7 The RDS also recognises the need to meet strict targets set by the EU Landfill Directive with regard to the amount of biodegradable waste that can be sent to landfill, and that this will require the development of significant new waste management infrastructure throughout Northern Ireland.

**Waste Management Duty of Care (NIEA, 1997)**

- 3.8 Under the Waste and Contaminated Land (Northern Ireland) Order 1997, NIEA issued a Duty of Care Code of Practice for those who handle controlled waste<sup>1</sup>. This can ensure waste is dealt with properly and lead to reductions in waste crime, such as fly tipping. The role of Councils in this process is clarified in this document.

**Northern Ireland Waste Management Strategy 'Delivering Resource Efficiency'**

- 3.9 This publication contains actions and targets to meet EU Directive requirements. This strategy moves the emphasis of waste management in Northern Ireland from resource management with landfill diversion as the key driver, to resource efficiency i.e. using resources in the most effective way while minimising the impact of their use on the environment. It sets out the EU Waste Framework Directive (WFD) target of recycling (including preparing for re-use) 50% of household waste by 2020, as well as the Executive's Programme for Government commitments.

**Arc 21 Waste Management Plan**

- 3.10 Antrim and Newtownabbey Borough Council is one of six Councils in the eastern part of Northern Ireland, which is part of the Arc21 waste management group.
- 3.11 Arc21 works on behalf of its member Councils to guide, support and help them meet their legal requirements (under Article 23 of the Waste and Contaminated Land (Northern Ireland) Order 1997), and drive forward innovative waste management programmes.
- 3.12 Arc21's Waste Management Plan covers the legislative context, and offers options and arrangements for municipal and non-municipal waste (commercial, industrial, packaging, hazardous, and agricultural waste). The Plan looks to the future requirements of waste management, along with setting out criteria for site selection. It is anticipated for the Plan to run to 2020, with formal reviews and consultations every six years (or more frequently if deemed necessary).

**Regional Transportation Strategy for Northern Ireland 2002-2012**

- 3.13 The Regional Transport Strategy (RTS) for Northern Ireland 2002-2012 identifies strategic transportation investment priorities and considers potential funding sources and affordability of planned initiatives over the strategy period. The RTS is a 'daughter document' of the Regional Development Strategy for Northern Ireland 2035, which sets out the spatial development framework for Northern Ireland up to 2035.

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<sup>1</sup> Duty of Care Code of Practice - <https://www.daera-ni.gov.uk/sites/default/files/publications/doe/duty-of-care-code-of-practice-june2016.pdf>

- 3.14 This Strategy was supported by three initiatives namely Belfast Metropolitan Transport Plan 2004, Regional Strategic Transport Network Transport Plan 2015 and the Sub-Regional Transport Plan 2007.

#### **Belfast Metropolitan Transport Plan 2004**

- 3.15 The Belfast Metropolitan Transport Plan (BMTP) 2004 is the local transport plan for the Belfast Metropolitan Area (BMA) including Metropolitan Newtownabbey. This plan delivered a phased and costed implementation programme of transport schemes to 2015. This plan took forward the strategic initiatives of the RTS 2002-2012.

#### **Regional Strategic Transport Network Transport Plan 2015 (2005)**

- 3.16 The former Department for Regional Development (DRD), now the Department for Infrastructure (DfI) prepared the Regional Strategic Transport Network Transport Plan (RSTN TP) 2015. The Plan is based on the guidance set out in the RDS 2035 and the RTS 2002-2012. The Plan presents a range of multi-modal transport initiatives to manage, maintain and develop Northern Ireland's Strategic Transport Network. The Regional Strategic Transport Network of Northern Ireland comprises the complete rail network, five Key Transport Corridors (KTCs), four Link Corridors, the Belfast Metropolitan Transport Corridors and the remainder of the trunk road network.

#### **Sub-Regional Transport Plan 2007**

- 3.17 The Sub-Regional Transport Plan (SRTP) 2007 covers Antrim and takes forward the strategic initiatives of the Regional Transportation Strategy (RTS) for Northern Ireland 2002-2012. The SRTP deals with the transport needs of the whole of Northern Ireland with the exception of the BMA and the rail and trunk road networks, which are covered, in the BMA and RSTN TP.

#### **Ensuring a Sustainable Transport Future – 'A New Approach to Regional Transportation' 2011**

- 3.18 Ensuring a Sustainable Transport Future (ESTF) was developed to build on the RTS for Northern Ireland 2002-2012 and to refocus and rebalance the investment in the future. Unlike the 2002 Strategy, Ensuring a Sustainable Transport Future (ESTF) does not include details of schemes or projects. Rather, the Department has set three High Level Aims for transportation along with twelve supporting Strategic Objectives, covering the economy, society and the environment. The ESTF complements the RDS 2035 and contains high-level aims and strategic objectives to support the growth of the economy, enhance the quality of life for all and reduce the environmental impact of transport. It sets out the approach to regional transportation and is used to guide strategic investment decisions beyond 2015. Work is progressing on the implementation of the ESTF and the Council will ensure that any future transportation projects affecting the Borough are appropriately reflected in the LDP.

### **Forthcoming Transport Plans**

- 3.19 The Department for Infrastructure is currently preparing new Transport Plans which will cover the Borough. This includes a new Regional Strategic Transport Network Plan for all of Northern Ireland and a new Belfast Metropolitan Transport Plan which will cover Belfast City Council, Lisburn and Castlereagh City Council, Ards and North Down Borough Council and Mid and East Antrim Borough Council as well as Antrim and Newtownabbey Borough Council. Antrim and Newtownabbey Borough Council is represented on the Project Boards for both plans along with other Councils.
- 3.20 As part of the preparation for the Belfast Metropolitan Transport Plan, the Department is preparing a Transport Study for the greater Belfast area and the Council has taken the emerging study into consideration in the preparation of its draft Plan Strategy. Work will also continue to bring forward the next stage of the LDP, the Local Policies Plan, alongside the Department's Transport Plans.
- 3.21 Further information on the Transport Study and Transport Plans is available on the Department of Infrastructure's website <https://www.infrastructure-ni.gov.uk/>.

### **Sustainable Water – A Long-Term Water Strategy for Northern Ireland 2015-2040**

- 3.22 'Sustainable Water – A Long-Term Water Strategy for Northern Ireland (2015-2040)' sets out a range of initiatives to deliver the Executive's long term goal of a sustainable water sector in Northern Ireland. The Strategy recognises how planning can impact on flood risk and water quality and aims to ensure that existing water and sewerage infrastructure and investment proposals inform future planning decisions and the preparation of LDPs.
- 3.23 The Strategy sets out a number of matters that the Council's new LDP will need to take into account which are summarised below:
- Ensuring planning decisions are informed by up to date information on the risk from all significant sources of flooding;
  - Prevention of inappropriate development in high flood risk areas and ensuring that future development does not increase flood risk;
  - Exceptional development within high flood risk areas must make provision for adequate mitigation measures;
  - Ensure surface water drainage is adequately addressed; and
  - Planning policy should promote sustainable water and sewerage services by making appropriate space for water and sewerage infrastructure including sustainable drainage systems.

### **Strategic Planning Policy Statement 2015**

- 3.24 The SDS and RDS are supported in their application by the policy direction of the SPPS. The SPPS acknowledges the valuable contribution that the provision of waste facilities and associated infrastructure can make towards sustainable

development. The policy approach outlined within the SPPS seeks to support wider government policy with regard to sustainable waste management.

3.25 The Regional Strategic Objectives for waste management relate to:

- Promoting the development of waste management and recycling facilities in appropriate locations;
- Ensuring that detrimental effects on people, the environment, and local amenity associated with waste management facilities are avoided or minimised; and
- Securing the restoration of proposed waste management facilities following the closure of such sites.

3.26 The SPPS advises that Councils should set out policies in their LDPs that support these objectives, which are tailored to local circumstances.

### **Other Planning Policy**

3.27 Current operational planning policy, in relation to aspects of waste is primarily included within Planning Policy Statement (PPS) 11 Planning and Waste Management.

3.28 This PPS, as well as the SPPS, has been taken into consideration in the formulation of the detailed development management policies, which are contained within the draft Plan Strategy document.

### **Departmental Guidance**

3.29 The LDP has been prepared taking account of Departmental policy and guidance, which is available by contacting the Department for Infrastructure.

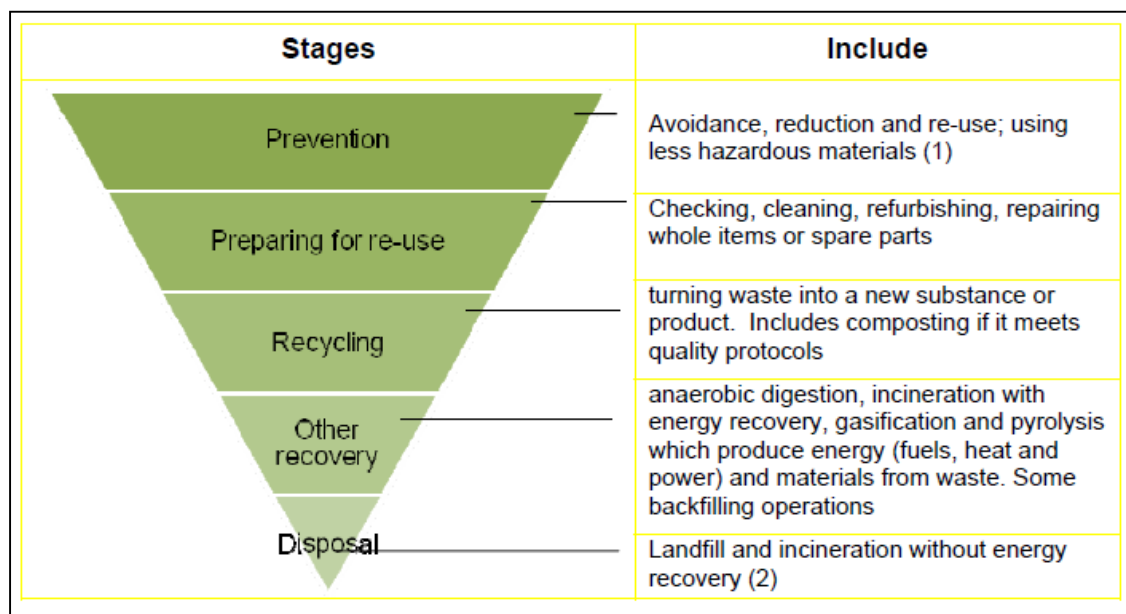
3.30 The Development Plan Practice Note 7 'The Plan Strategy' published in 2015, guides officers and relevant users through the key requirements for the preparation of the Plan Strategy and deals primarily with procedures as well as good practice.

### **Other Strategies/Conventions**

3.31 The EU Waste Framework Directive (2008/98/EC) aims to ensure that the European Union is a recycling society. It encourages Member States to organise separate collection of bio-waste from landfill. In Article 4, it introduces the waste hierarchy as shown in Figure 1.

3.32 The Waste Hierarchy aims to encourage the prevention, reuse, recycling and recovery of waste, and advises that waste disposal should only be used as a last resort, when no other options further up the hierarchy are possible.

3.33 According to the Directive, the Waste Hierarchy is legally binding except in exceptional circumstances. Actions should be justified on the basis of life-cycle thinking.

**Figure 1: The Waste Strategy Hierarchy**

Source: Waste Framework Directive (2008/98/EC)

## 4 Local Policy Context

### Legacy Development Plans

4.1 The following is a list of the legacy development plans that apply to the Borough:

- Antrim Area Plan 1984-2001 and its alterations (AAP);
- Belfast Urban Area Plan 2001 (BUAP) ;
- Carrickfergus Area Plan 2001<sup>2</sup> (CAP);
- Draft Newtownabbey Area Plan 2005 (dNAP); and
- Draft Belfast Metropolitan Area Plan 2015 (dBMAP).

4.2 It should be noted that the Belfast Metropolitan Area Plan adopted in September 2014 was subsequently quashed as a result of a judgement of the Court of Appeal delivered in May 2017. As a consequence, the BUAP is now the statutory development plan for the Metropolitan Newtownabbey area of the Borough, with dBMAP remaining a material consideration.

### Community Plan – Love Living Here 2017

4.3 The Council's Community Plan, 'Love Living Here', sets out a shared vision and agreed outcomes for the area up to 2030. The successful implementation of the Community Plan will be marked by a demonstrable improvement in how

<sup>2</sup> Insofar as it relates to that part of the legacy Carrickfergus Borough Council area at Greenisland that transferred to Antrim and Newtownabbey Borough in 2015 under Review of Public Administration (RPA).

services are delivered across the Borough and the quality of life its citizens experience. As such the Community Plan is an important document and has been taken into account in the preparation of the Council's LDP.

4.4 The Community Plan sets out four outcomes which are as follows:

- Our citizens enjoy good health and wellbeing;
- Our citizens live in connected, safe, clean and vibrant places;
- Our citizens benefit from economic prosperity; and
- Our citizens achieve their full potential.

4.5 It also sets out one wildly important goal namely that the Borough's vulnerable people are supported.

### **Corporate Plan – Our Borough Your Vision 2019-2030**

4.6 The Council's Corporate Plan sets out a vision for the Borough and identifies what it needs to do between now and 2030 to achieve this. The Vision for the Borough up to 2030 is defined as,

*'A progressive, smart and prosperous Borough. Inspired by our people; Driven by ambition.'*

4.7 The Corporate Plan sets out a number of objectives in relation to Place, People and Prosperity. The LDP has a key role to play under the objective of 'place' and the Corporate Plan states:

*'We will have succeeded if: People take pride in their surroundings. People feel safe. Our environment, natural habitats and built heritage are protected and enhanced. We have vibrant and welcoming towns, villages, neighbourhoods, and rural areas. We have an efficient planning process that promotes positive development and sustainable growth.'*

### **Council Masterplans/Village Plans**

4.8 Through the Village Renewal Scheme as supported by the Rural Development Programme 2014-2020 the Council benefited from funding to devise and update plans for the development of villages in the Borough. Whilst these plans are non-statutory, they have prepared in close conjunction with local residents and identify a range of potential projects to improve the settlements. These range from short term goals to long-term aspirations. The village plans alongside the masterplans relating to the Borough will be considered in the preparation of the LDP where relevant.

### **Cross Boundary Policy Context**

4.9 In considering the local policy context, it is important to note that the Borough does not sit in isolation. Accordingly, it will be important to take account of neighbouring local authorities comprising: Belfast City Council; Lisburn and Castlereagh City Council; Armagh, Banbridge and Craigavon Borough Council; Mid Ulster District Council and Mid and East Antrim Borough Council.

4.10 Neighbouring Council's Preferred Options Papers (POPs), supporting evidence base and draft Plan Strategies have been taken account of, as these are

regarded as the main cross boundary documents to be considered in addition to regional guidance.

- 4.11 Table 2 indicates each Council's position in relation to the historic environment as set out in their POP and draft Plan Strategy documents.

**Table 2: Neighbouring Council Position**

<b>Council</b>	<b>Document</b>
Armagh City, Banbridge and Craigavon Borough Council (ACBCBC)	ACBCBC published its POP in March 2018. The Council's preferred option included an approach to waste management, 'In line with existing criteria based policy but tailored to meet local circumstances; and in addition to identify suitable locations for waste management facilities'.
Belfast City Council (BCC)	BCC published its draft Plan Strategy in August 2018. Contained within this document is a range of draft waste management policies including environmental impact of a waste management facility, waste collection and treatment facilities, waste disposal, land improvement; and development in the vicinity of waste management facilities.
Lisburn and Castlereagh City Council (LCCC)	LCCC published its POP in March 2017. The Council's preferred option included to, 'Retain the existing policy-led approach in relation to waste management within the Council area'. This option maintains the existing policy-led approach to proposals for waste management to ensure that any detrimental effects on people, the environment, and local amenity with waste management facilities (e.g. pollution) are avoided or minimised.
Mid and East Antrim Borough Council (MEABC)	MEABC published its POP in June 2017. The Council's preferred option included amendments to the existing policy approach of PPS 11 Waste Management policies in order to reflect the value of waste as a resource, and better integrate waste facilities into new developments.
Mid Ulster District Council (MUDC)	MUDC published its draft Plan Strategy in February 2019. Contained within this document is a range of waste management policies including waste management: general policy, waste collection and treatment facilities, waste disposal, and development in the vicinity of waste management facilities.

- 4.12 The Council has responded to neighbouring Council's POPs and LDP documents as they are published. In addition, the Council is also represented on a number of working groups and project boards to discuss cross boundary issues. This includes the Metropolitan Area Spatial Working Group and the Belfast Metropolitan Plan Project Board.



- 4.13 In terms of growth across the region, the Council view is that no neighbouring Council's growth strategy should have a negative impact on the Council's LDP in terms of resources for infrastructure provision delivered by statutory providers.
- 4.14 In consideration of neighbouring Council's documents as well as regional policy, it is the opinion of the Council that it's draft Plan Strategy is sound and is not in conflict with neighbouring Council's emerging LDPs.

## **5 Preferred Options Paper**

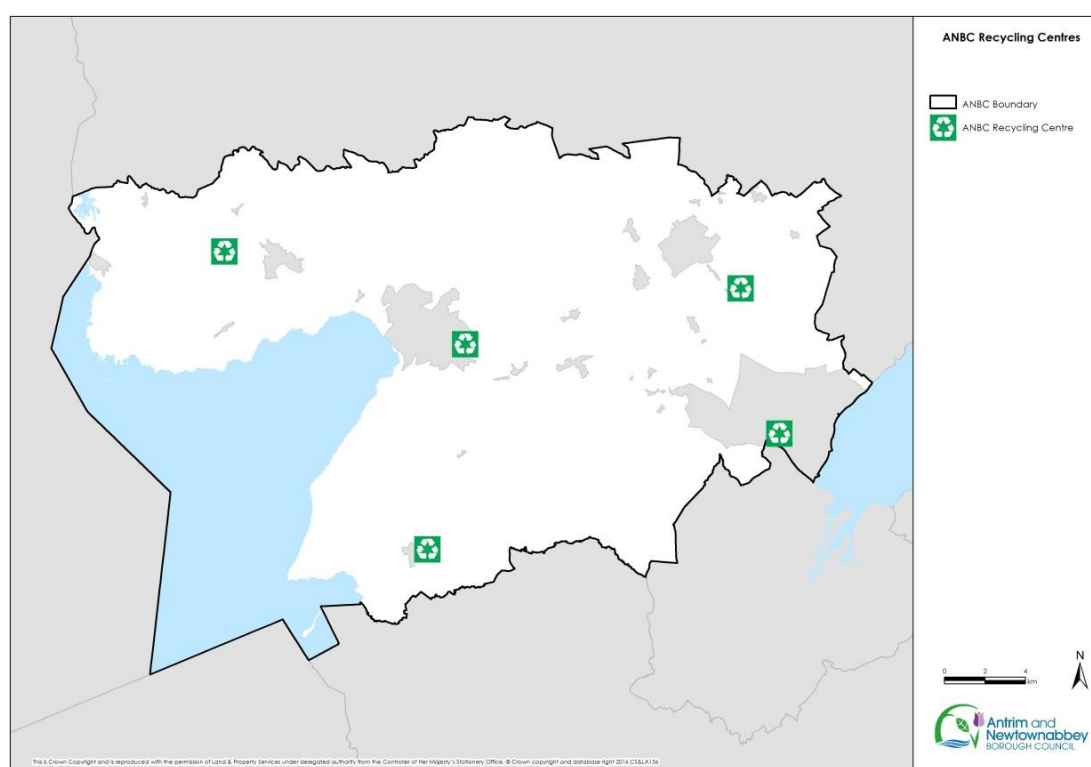
- 5.1 The Council's Preferred Options Paper (POP) was published in 2017 and was the first formal stage in the preparation of the LDP for the Borough and was designed to promote debate in relation to key strategic planning issues arising in the area. The POP set out a range of strategic options in relation to how and where development should be located within the Borough. It included options for the Borough's settlements, centres, employment land and housing locations, as well as a number of other key planning issues.
- 5.2 In addition, the Council asked the public for their views on a range of planning topics and issues. A total of 148 representations were received which were considered during the development of the draft Plan Strategy document and, where relevant, these will also be considered during the preparation of the Local Policies Plan. Details are set out in the Council's published 'Preferred Options Paper Public Consultation Report 2019'.

## **6 Soundness**

- 6.1 The LDP has been prepared to meet the test of soundness as set out in the Department for Infrastructure's Development Plan Practice Note 6: Soundness (Version 2, May 2017).

## **7 Waste Management in Antrim and Newtownabbey**

- 7.1 Currently, municipal waste collected by the Council goes to Alpha Resource Management's Mullaghglass Landfill near Lisburn. Whilst the Council does not operate any waste processing plants, it is responsible for operating five recycling centres. These are located at Newpark (Antrim), Bruslee, Crumlin, Craigmore (Randalstown), and O'Neill Road (Newtownabbey), as illustrated in the map at Figure 2.
- 7.2 These centres are well distributed throughout the Borough and are easily accessible for members of the public.

**Figure 2: Recycling Centres in the Borough**

7.3 The maximum annual capacities for these sites are detailed in Table 3.

**Table 3: Maximum Annual Capacity for Council Operated Recycling Centres**

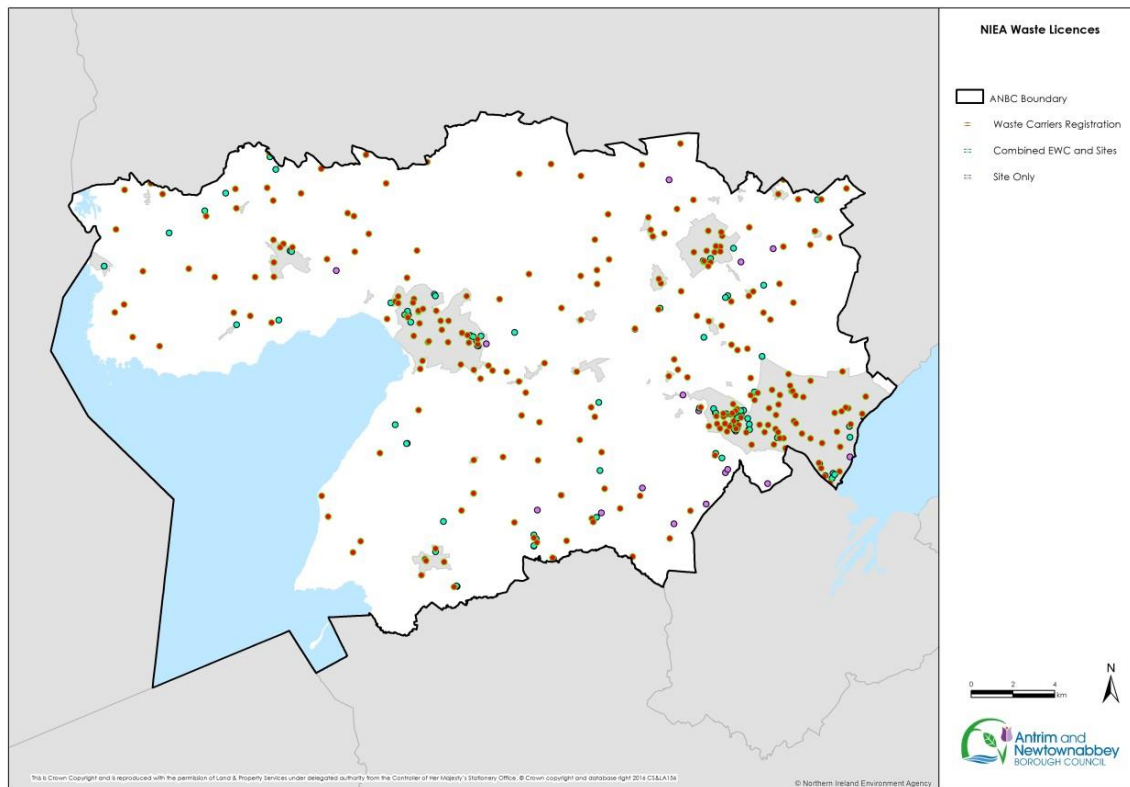
Recycling Centre	Maximum Annual Capacity
Bruslee Recycling Centre	15,000 tonnes
Craigmore Household Recycling Centre	5,000 tonnes
Crumlin Household Recycling Centre	5,000 tonnes
Newpark Household Recycling Centre	10,000 tonnes
O'Neill Road Recycling Centre	20,000 tonnes

- 7.4 The waste from these five recycling centres goes to various treatment contractors including Wastebeater, McKinstry Waste Management, Avenue Recycling and Irish Waste Services, depending on the waste stream.
- 7.5 The Council also provides a bulky household waste collection service for residents who cannot transfer their bulky waste to one of the above recycling centres.
- 7.6 Avenue Recycling Ltd provides the collection service for garden and food waste from businesses and households in the Borough. Once collected, the organic waste is treated through the Arc21 contract with Natural World Products (NWP) Ltd. The main treatment plant in this contract is located outside the Borough, at NWP's In-vessel Composting facility at Glenside, Dunmurry.

- 7.7 Within the Borough, Bryson Recycling is responsible for collecting dry household and commercial recycling through their kerbside box service and commercial bins. They collect waste from more than 170,000 households in Northern Ireland, and this mixed waste is sorted at their Mallusk Materials Recovery Facility.
- 7.8 Throughout the Borough, there are also multiple micro-recycling points, where residents can dispose of glass, textiles, paper, etc.. These are operated by private companies or charities, usually located in public car parks and require planning permission.
- 7.9 The Council is committed to increasing levels of household recycling and has undertaken a number of initiatives to improve waste recycling including the roll out of 12,000 Triple Stack bins (Wheelie Boxes) in the legacy Newtownabbey area and associated smaller general waste bins, the 'No food waste in the black bin campaign' and an innovative social media promotion using leading bloggers to showcase the Council's recycling facilities and options.
- 7.10 The Council recognises that the costs of waste disposal per tonne are increasing due to inflationary pressures and a rise in landfill tax. On average the cost of recycling is £50 per tonne, whereas to landfill a tonne of waste costs approximately £100. Therefore in 2019/20, the Council aims to commence a glass collection service in the Antrim area and introduce smaller 180L general waste bins; and support the above changes with an effective education and awareness social media campaign.

### **Waste Licensing in the Borough**

- 7.11 Under the Waste and Contaminated Land (NI) Order 1997 and the Waste Management Licensing Regulations (NI) 2003, all activities involving the treatment, keeping or disposal of waste were authorised by Northern Ireland Environment Agency (NIEA) within the Department of the Environment, however, this NIEA responsibility has now transferred to the Department of Agriculture, the Environment and Rural Affairs (DAERA). This responsibility includes the granting of licences, setting conditions on licensing activities, and monitoring sites to ensure compliance with licence conditions. The majority of these operators process non-municipal waste. In terms of waste facilities in the Borough, the treatment and incineration facility for clinical waste of the whole of Northern Ireland is located at Antrim Area Hospital. The distribution of waste licences throughout the Borough is outlined on the map in Figure 3.

**Figure 3 – Waste Licenses in the Borough**

## 8 Waste Management Statistics

8.1 Waste management statistics are published in a yearly report and a quarterly report. A summary of the most recent yearly report, for the period 2017/2018 is set out below along with a summary of the most recent quarterly report for the period October to December 2018.

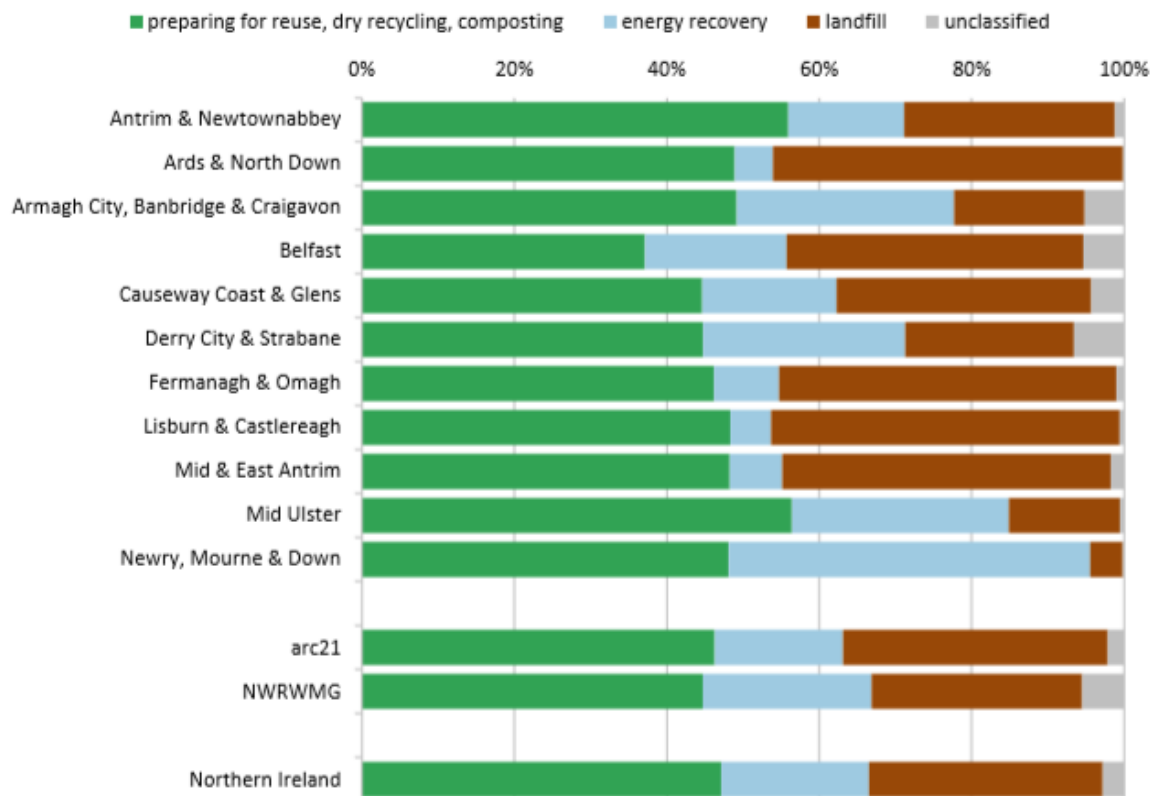
8.2 The Northern Ireland Local Authority Collected Municipal Waste Management Statistics Annual Report (2017/18)<sup>3</sup>, published by NIEA in November 2018, advises that:

- Northern Ireland's Councils collected 977, 817 tonnes of LAC municipal waste, a 0.8% decrease on the 985, 994 tonnes collected in 2016/17. Household waste accounted for 89.4% of total LAC municipal waste. Belfast generated the smallest amount of household waste per person at 425 kg whilst Antrim and Newtownabbey recorded the largest at 548kg per person.
- In 2017/18, 48.1% of household waste was sent for preparing for reuse, dry recycling and composting, 3.7 percentage points higher than the 2016/17 rate of 44.3%.

<sup>3</sup> <https://www.daera-ni.gov.uk/articles/northern-ireland-local-authority-collected-municipal-waste-management-statistics>

- The LAC municipal waste energy recovery rate was 18.4% in 2017/18, similar to the 18.5% recorded in 2016/17.
  - The landfill rate for household waste recorded a new low of 32.0% in 2017/18, a drop of 4.7 percentage points on the 2016/17 rate (36.7%) and a fall from 72.3% in 2006/07.
- 8.3 DAERA also publishes quarterly reports, which contain provisional figures on key measures. At the time of writing, the most recent report relates to the period 1 October to 31 December 2018.
- 8.4 Northern Ireland Councils collected 230,942 tonnes of LAC municipal waste between October and December 2018. Household waste accounts for 89.6% of total LAC municipal waste. Newry, Mourne & Down produced the smallest quantity of household waste per person, while the largest quantity per capita was recorded in Antrim and Newtownabbey Borough Council.
- 8.5 DAERA's report covers five sections, each of which cover local authority collected (LAC) municipal and, where appropriate, household waste; to include:
- Waste arisings;
  - Reuse, dry recycling and composting;
  - Energy recovery;
  - Landfill
  - Biodegradable landfill.
- 8.6 The report includes a chart which shows the overall municipal waste by Councils in Figure 4.
- 8.7 At the Northern Ireland level, 47.1 percent of LAC municipal waste was sent for preparing for reuse, dry recycling and composting between October and December 2018. Energy recovery account for 19.45 and 30.75 was landfilled.

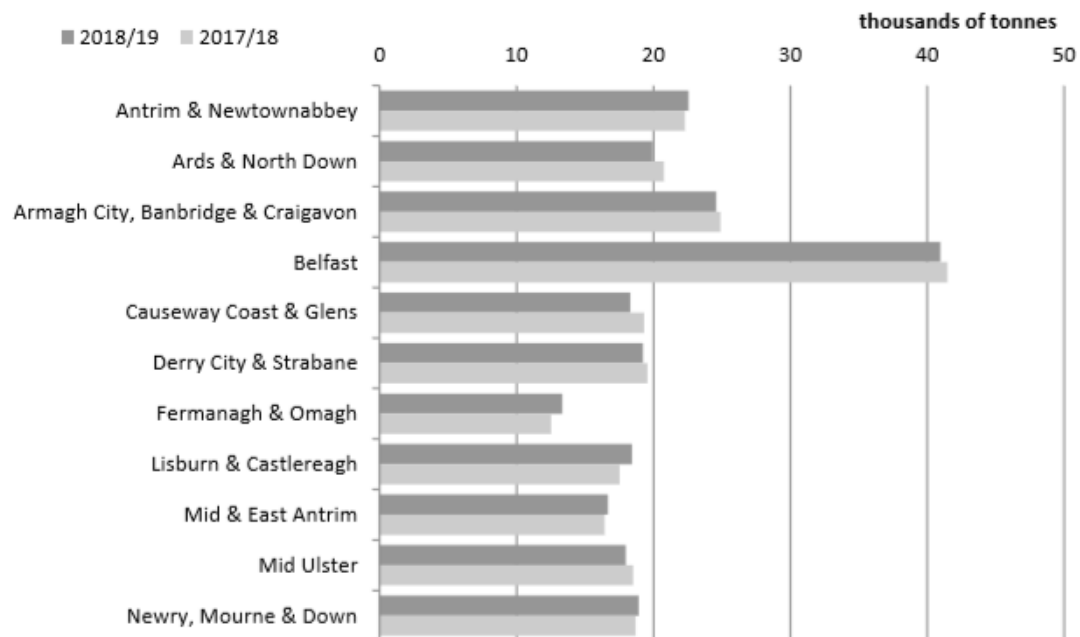
**Figure 4 - LAC Municipal waste prepared for reuse, dry recycling, composting, and energy recovery and landfill rates by Council and waste management group Northern Ireland, October to December 2018.**



### Waste Arisings

- 8.8 Since 2006/07, household waste has accounted for 86-90% of total LAC municipal waste each quarter. From October to December 2018, household waste accounted for 89.6%. Household waste includes materials collected directly from households via kerbside collections, material taken to sites and civic amenity sites as well as several other smaller sources. The remaining 10.4% was non-household waste. Factors affecting LAC municipal waste arising's, the majority of which is household waste, include individual household behaviours, the advice and collection services provided by Councils and to some extent the state of the economy.
- 8.9 The graph as shown in Figure 5 shows the LAC municipal waste arising by Council.

**Figure 5 - LAC municipal waste arising by Council Northern Ireland, October and December 2017 and October and December 2018.**



*Note: The NI and waste management group figures are not shown on this chart as their larger waste arisings distort the scale and make it difficult to distinguish the differences between councils. All figures are available from the accompanying data tables spreadsheet.*

8.10 The proportion of LAC municipal waste by each Council broadly reflects the population within the Councils. Five Council reports an increase in their LAC municipal waste arisings compared to the preceding year including Antrim and Newtownabbey Council with an increase of 1.2 %. In terms of total LAC municipal waste arising, the Council produced a total LCA municipal waste of 22,562 tonnes between October and December 2018. This includes 18,873 tonnes from house waste arising and 3,689 tonnes from non-house waste arising. .

8.11 The breakdown of the Council's total LAC municipal waste arising is detailed in Table 3.

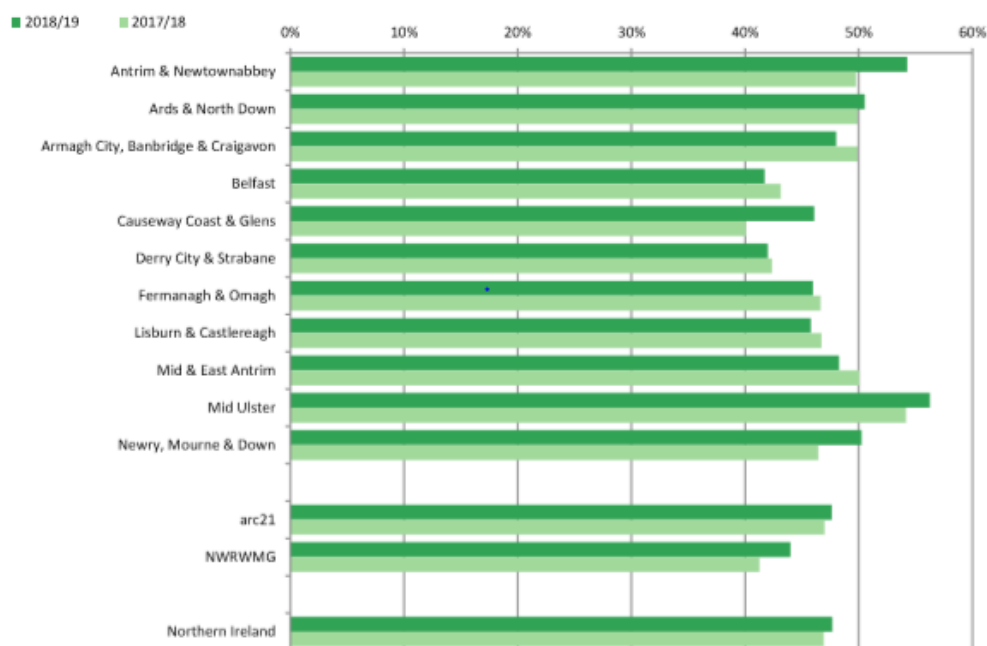
**Table 3: Breakdown of total LAC municipal waste arising**

LAC municipal waste arising	Unit tonnes KPI
Kerbside collected for recovery	5,477
Kerbside collected for disposal	6,253
Civic amenity site collected for recovery	7,938
Civic amenity site collected for disposal	2,102
Bring site disposal	36
Other methods	755
<b>Total</b>	<b>= 22,562</b>

### Recycling (preparing for reuse, dry recycling and composting)

- 8.12 With regard to local authority collected (LAC) municipal and household waste recycling rates, DAERA now includes rate for reuse, dry recycling and composting. There were 108,817 tonnes of LAC municipal waste sent for preparing for reuse, dry recycling and composting between October and December 2018 (a recycling rate of 47.1%). The household waste recycling rate was 47.7% between October and December 2018.
- 8.13 Five Councils reported an increase household recycling rates with the Council (along with causeway Coast & Glens) reporting the largest with a 4.5% increase to 54.3%. Figure 6 shows the overall picture across all Councils with regard to amount of household waste prepared for reuse, dry recycling and composting
- 8.14 Overall, there was considerable variation between household dry recycling and composting rates with the highest composting rate being in Antrim & Newtownabbey at 31.4%. Overall, dry recycling and composting rates remain relatively stable for most Councils, including Antrim and Newtownabbey.

**Figure 6 – Household waste prepared for reuse, dry recycling and composting rate by Council and waste management group Northern Ireland October and December 2017 and October and December 2018.**



### Energy Recovery

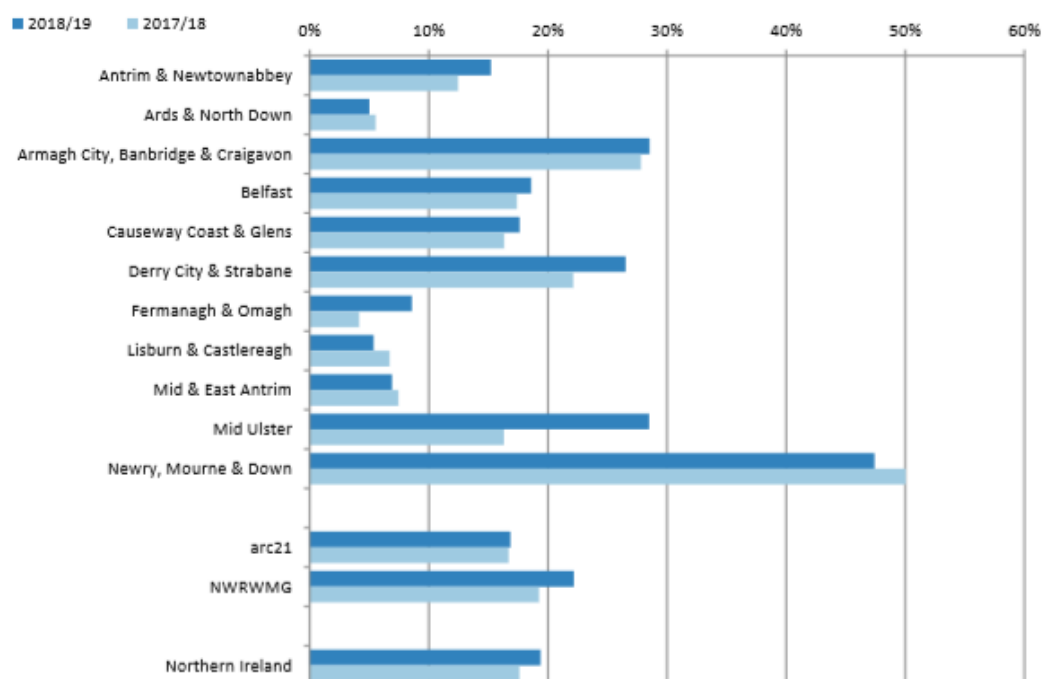
- 8.15 DAERA's quarterly report includes figures on energy recovery, which is the term used when value is gained from waste products by converting them into



energy. Energy recovery figures reported are derived from material sent for energy recovery via incineration, although other technologies exist.

- 8.16 Between October and December 2018, 44,767 tonnes of LAC municipal waste arisings sent for energy recovery. This gave a LAC municipal waste recovery rate of 19.4%, higher than the 17.6% rate reported for the same period in 2017/18.
- 8.17 Mixed residual LAC municipal waste sent for energy recovery is combustible residual waste collected from the kerbside and from civic amenity sites and processed into refuse derived fuel at material recovery facilities. The specific streams element of energy recovery is mostly wood but also includes furniture, carpets and mattresses, mostly collected from civic amenity sites.
- 8.18 As Figure 7 demonstrates, between October and December 2018, the Council has demonstrated an increase in municipal waste energy recovery.

**Figure 7 - LAC municipal waste energy recovery rate by Council and waste management group Northern Ireland October to December 2017 and October to December 2018.**



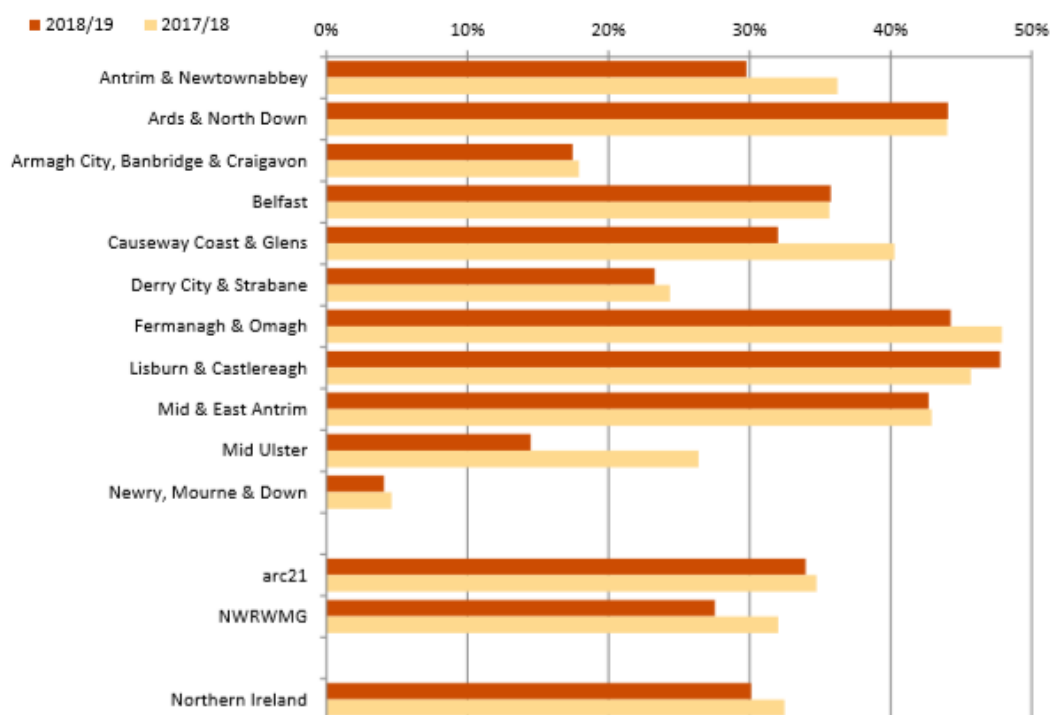
## Landfill

- 8.19 Across Northern Ireland, the quantity of LAC municipal waste sent to landfill decreased by 8.2% from 77,243 tonnes during October to December 2017 to 70,872 tonnes between October and December 2018. This gave a quarterly landfill rate of 30.7% for the most recent quarter, which was lower than the 33.3% recorded during the same quarter of 2017. The latest quarterly landfill

rate for household waste only was 30.1%, a further reduction on the 32.59% recorded during the same three months of 2017.

- 8.20 Figure 8 demonstrates the household landfill rate across all Councils. Antrim and Newtownabbey reported a 6.5% decrease in their household landfill rate compared to the previous year. Increased recycling rates is due to the statutory requirement for all Councils in Northern Ireland to provide households with a container for food to enable its separate collection contributed to the drop in landfill rates.

**Figure 8: Household waste landfilled by Council and waste management group Northern Ireland October to December 2017 and October to December 2018.**



- 8.21 DAERA reported the following statistics for the Council for the period October to December 2018.

- LAC municipal waste landfilled – 6,236 tonnes
- LAC municipal waste landfilled rate – 27.6%
- Household waste landfilled – 5,622 tonnes
- Household waste landfilled rate – 29.8%

#### **Biodegradable local authority collected municipal waste to landfill**

- 8.22 Article 5(2) of the EC Landfill Directive (1999/31/EC) requires member states to reduce the amount of biodegradable municipal waste sent to landfill, setting challenging targets. The Landfill Allowance Scheme (NI) Regulations 2004 (as

amended) place a statutory responsibility on Councils, in each scheme year, to landfill no more than the quantity of biodegradable LAC municipal waste (BLACMW) for which they have allowances. In order to ensure compliance with these targets, the amount of biodegradable LAC municipal waste sent to landfill, KPI (g) is monitored. This indicator is also used to monitor performance under the Local Government (Performance Indicators and Standards) Order (Northern Ireland) 2015.

8.23 Under the Northern Ireland Landfill Allowance Scheme regulations, Councils have been allocated a number of allowances for each year until 2019/20. The figures released in November 2018 have indicated that the Council has used 45% of its total allowances for 2017/18.

## 9 Key Findings

9.1 The key findings of this evidence paper are as follows:

- Regional policy supports measures in relation to waste management to support wider government policy focused on the sustainable management of waste, and a move towards resource efficiency.
- The LDP will have an important role to support the provision of waste facilities and infrastructure to deliver sustainable waste management.
- The Council is responsible for the management of municipal waste collection in the Borough, and operates five recycling centres.
- The recycling and use of waste for energy production is a growth area particularly for the private sector.
- The Council has the highest rate of recycled household waste in Northern Ireland and continues to improve its recycling rates in the Borough.



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