

Replacement Local Development Plan 2018-2033

Background Paper

BP36: Waste Management



Deposit Plan

February 2025



Mae'r ddogfen hon ar gael yn Gymraeg hefyd.

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1. Introduction

This background paper has been prepared to support the development of the Replacement Local Development Plan (RLDP) 2018-2033. The purpose of the paper is to review the evidence base upon which the LDP was developed and to provide any additional evidence with respect to waste. Background Paper 20: Waste Management, was written in the context of the Regional Waste Plans, Technical Advice Note (2001) and PPW Edition 5 (2012), all of which have all since been revised or superseded. Additionally, significant contextual change which has impacted the way in which waste is managed within the region and which needs to be taken into account during development of the RLDP.

2. Policy Context

- 2.1 The following section summarises the relevant national and local policy context which / that needs to be considered when formulating the RLDP. National Policy will not be repeated in the LDP, however the key themes emerging from national policy will be addressed, and issues specific to the County will be dealt with via locally specific policy if required.
- 2.2 Planning Policy Wales 12 (PPW12) sets out the land use planning policies of the Welsh Government. It is supplemented by a series of Technical Advice Notes. PPW12 outlines the role of the land use system in facilitating sustainable waste management and recognises the transition the waste industry is undergoing. It aims to make the best use of material resources and promotes the circular economy through design choices to prevent waste. PPW12 states that the planning system plays an important role to play in facilitating waste management by providing a framework for decision making.
- 2.3 Technical Advice Note (TAN) 21 outlines the main principles that should be applied when planning for waste and advises that PPW, TAN 21, LDPs, Towards Zero Waste and the Sector Plans make up the overall waste management plan for Wales, as required under European Law. TAN 21 sets out the need to ensure sufficient disposal and recovery capacity of municipal waste whilst avoiding overprovision. TAN 21 also sets out regional monitoring requirements.
- 2.4 Towards Zero Waste is the Welsh Government's overarching strategy for waste management, setting recycling targets, caps on Energy from Waste and landfill. The document outlines medium term targets up to 2024/25 and long term

aspirations until 2050. The primary aim of the document is to ensure waste is managed sustainably.

- 2.5 The Collections, Infrastructure and Markets Sector Plan (CIMSP) sets out the need to avoid overprovision of certain facility types, including recovery and disposal. The CIMSP projects the level of disposal and recovery capacity within a planning region.
- 2.6 The Municipal Sector Plan (MSP) outlines the actions Wales will take to ensure that local authority collected waste is managed sustainably . The document details a series of actions to encourage/promote waste prevention, preparation for reuse and recycling and provides further clarification regarding caps on energy from waste and landfill.
- 2.7 The Construction and Demolition Sector Plan, as the MSP, outlines the actions Wales will take to ensure the sustainable management of construction and demolition waste.
- 2.8. Similar to the MSP, the Food Manufacture, Service and Retail Sector Plan outlines the actions Wales will take to ensure that wastes produced by this sector is managed sustainably by focusing on prevention, high level, closed loop recycling and anaerobic digestion of food wastes.
- 2.9 “Beyond Recycling (2021)” aims to support the green recovery by taking actions which support a zero waste, net zero carbon Wales that uses its fair share of resources. It focuses on transitioning to a circular economy in Wales.

3. Baseline

- 3.1 Waste data is primarily collected and disseminated based on where it was/is produced. Local authorities are required to provide waste data to Welsh Government, resulting in a comprehensive dataset for local authority collected waste. Waste produced by other sectors is generally provided using/through sporadic surveys. Data collected using waste returns to Natural Resources Wales is less comprehensive and should be used with caution due to the way it is collected.
- 3.2 Local Authority Collected Waste - Waste arisings in Conwy have remained relatively stable since 2008/09, with minor fluctuations in arisings and an overall decrease by 2020/21 (See appendix 4). Across Wales, there has been a

general decline in arisings since 2004, despite increasing housing numbers and population. The LDP was published when it was expected that local authority collected waste arisings would increase. The Regional Waste Plan, for example, predicted that Local Authority Collected Waste arisings in North Wales would be 718,734 tonnes in 2013/14 compared to actual arisings of just 430,300 tonnes.

The management of waste has dramatically changed since 2008, with recycling and composting rates significantly increasing over the last decade. The Welsh Government has set statutory recycling targets which Conwy consistently meet. Despite fluctuations in recycling rates, Conwy exceeded the 2019/20 target and is on target to meet the 2024/25 target of 70%, see Table 1 below.

Table 1: Recycling Rates in %

	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24
Conwy	59.7	62.6	63.7	64.9	69.3	70.2	70.2	69	69.6
Wales	60.2	63.8	62.7	62.8	65.1	65.4	65.2	65.7	66.6
Statutory Targets	58	N/A	N/A	N/A	64	N/A	N/A	N/A	64

Source: Stats Wales.

4. Contextual Changes

- 4.1 There have been numerous changes to the waste industry and its regulation in recent years. These changes aim to encourage the sustainable management of waste, reduce regulatory burdens where appropriate, for example End of Waste, and increase regulation where justified. The most significant changes are discussed below.
- 4.2 The requirement to separately collect waste came into force on the 1st January 2015. The requirements applies to waste from all sources, including commercial and industrial waste, and mandates separate collections for paper, metal, plastic and glass. If collections are comingled, they must be processed to an appropriate standard. This requirement is in addition to the requirement to pre-treat waste prior to landfill disposal, which has been in place since 2007.

4.3 Landfill Tax rates have increased significantly since the LDP was adopted. The rate in 2012/13 was £64 per tonne for the standard rate and £2 per tonne for the lower rate. As of April 2025, the standard rate is £126.15 and £6.30 for the lower rate. This increase significantly reduces the competitiveness of landfill sites compared to other waste management types not subject to the tax.

4.4 The expansion of existing facilities and development of new facilities have significantly influenced how and where waste is managed. Local authorities have had been financially motivated to procure dedicated capacity for managing food and residual wastes. Several facilities have been developed across Wales in response, including Parc Adfer, Deeside, Flintshire and the AD facility in Rhuallt, Denbighshire, both directly relevant to Conwy. These facilities have been procured to manage waste collected by Conwy County Council. Parc Adfer has consent to manage 200,000 tonnes of residual waste per annum and can also manage commercial and industrial wastes, depending on the Partner Authorities' needs. The development of such facilities may impact commercial waste management companies that rely on local authority contracts. Due to Parc Adfer and the AD facility, there is no identified need for additional recovery or disposal infrastructure within the County. Therefore, there is no demonstrable need to provide strategic allocations for waste management within the RLDP.

4.5 Due to the decreasing volumes of waste being deposited in landfill sites, the economic viability of landfill has been impacted leading to the premature closure of several disposal sites in Wales.. The remaining landfill sites in North Wales are operated by commercial companies who could make similar operational decisions, potentially leaving the region with insufficient capacity and a policy framework requirement to identify additional sites. Ultimately, this is a matter for the Welsh Government to address. However, the strategic objective of the Welsh Government is to phase out landfill altogether by year 2050 as outlined in the National Waste Strategy One Wales, One Planet.

5. Provision and Need

5.1 There are a range of waste management facilities in Conwy, including: Llanddulas, which manages the disposal of inert soils. The Council operates several civic amenity sites and a bulking station, while the remaining facilities are operated by private companies.

5.2 Information on waste arisings is limited at the local planning authority level. Waste returns data provided by NRW can indicate the amount of waste

produced within Conwy but needs to be used with caution, as it does not include waste sent to exempt facilities and may underestimate waste production due to issues with coding and the movement of waste through waste transfer stations. Despite this, Appendix 2 shows that less than 225,446 tonnes was managed in Conwy, with the majority managed in Flintshire and Wrexham. This is likely due to the industrial nature of these two authorities compared with the other North Wales authorities and their proximity to England.

- 5.3 Several waste related planning permissions have been granted within the County Borough since the LDP was adopted, as detailed within Appendix 5.
- 5.4 At the time of writing this Background Paper there is no identified need for additional recovery or disposal infrastructure within the County. Therefore, no specific land allocations for waste management are proposed in the RLDP. If a need arises during the plan period, waste management developments will be assessed under the relevant criteria based policies such as MW/5 Proposals for Waste Management, MW/6 Use of Industrial Land for Waste Management Facilities and ED/3 New B1, B2, B8 Development on Non-allocated sites.

6. Review of LDP policies

Strategic Policy DP/1 Part 2(i)

- 6.1 Policy DP/1 Part 2(i) is insufficient to ensure waste reduction is considered in all development and should be revised, particularly in light of the changes to PPW regarding the Circular Economy. The policy doesn't require the provision of facilities for the collection, composting and recycling of waste in non-waste development.

Strategic Policy MWS/1 Minerals and Waste

- 6.2 Strategic Policy MWS/1 Minerals and Waste, is the overarching policy supporting the sustainable provision for waste facilities in accordance with the waste hierarchy. It is supplemented by other policies, including MWS/5, MWS/6, MWS/7 and MWS/8. However, Policy MWS/1 does not reference the need to drive the management of waste up the Waste Hierarchy, in line with national policy, and should be revised accordingly.

Policy MWS/5 Proposals for Waste Management:

- 6.3 Policy MWS/5: Proposals for Waste Management: supports proposals that meet a need identified in the North Wales Regional Waste Plan or a local

need; provided existing or approved facilities cannot meet the need. It also supports the recovery of value from the waste and links requirements contained within other Plan policies.

- 6.4 LDPs no longer need to consider the Regional Waste Plan, which is now outdated and irrelevant for current waste planning purposes. The Collections, Infrastructure and Markets Sector (CIMS) Plan is confirmed by TAN 21 as providing the starting point in establishing whether there is an adequate network for the disposal and recovery of mixed municipal waste, as updated and informed by annual regional waste monitoring. The CIMS identified a capacity gap of between 203,000 and 468,000 tonnes per annum for residual waste treatment. This variation is due to uncertainties regarding waste arisings and the success of waste reduction programmes and recycling initiatives. Regarding landfill, the CIMS identified that, the worst case scenario, landfill capacity would run out in 2016/17, while the best case scenario, landfill void would last indefinitely.
- 6.5 As noted in Section 2, TAN 21 and the CIMS cautions against the overprovision of disposal and recovery facilities, advising that overprovision is only justified if the facility is sustainably located. Therefore, a balance is to be made/struck between ensuring sufficient provision and avoiding excessive provision. Regarding landfill capacity, TAN 21 identifies the level at which capacity should be maintained and sets a trigger for action at 5 to 7 years. To date, this trigger for action has not been reached, as the tonnage of waste being disposed in landfill has declined annually. For waste recovery, significant capacity has been developed in Denbighshire and Flintshire to manage local authority wastes for the next 25 years, with additional capacity available for commercial and industrial wastes. However, there is no current data to indicate the source of these arisings, which could be outside of Wales. For other waste facility types, the level of need is less clear, but as long as facilities are appropriately located and move the management of waste up the waste hierarchy, overprovision is less likely to be harmful. In particular, there is significant pressure and interest in developing innovative methods of recycling and processing plastics and electronic goods.

Policy MWS/6 Locations for Waste Management Facilities

6.6 Policy MWS/6 protects Llanddulas Quarry and Gofer for waste facilities and identifies a range of suitable facility types for these sites. The requirement to allocate land for waste management was established in the Regional Waste Plan 1st Review, with allocations deemed sufficient to meet the identified need. However, as detailed above, the Regional Waste Plans are no longer relevant and the need for land is no longer quantified. The capacity being developed within the region is sufficient to meet the lower threshold set out in the CIMS Plan, and the current disposal capacity within the region is identified as sufficient.

6.7 Given the lack of need for any strategic allocations for waste management and the caution against over provision within TAN21, it is recommended that MWS/6 is not included within the RLDP. Proposals for waste management should generally be permissible on existing or allocated employment sites within MWS/7, subject to meeting the criteria detailed in MWS/5.

Policy MWS/7 Use of Industrial Land for Waste Management Facilities

6.8 Policy MWS/7 directs waste management facilities towards existing industrial estates and to rail freight facilities. The policy includes a sequential test that supports the development of sites outside development boundaries when existing or allocated sites are unavailable. Maintaining flexibility is essential because not all waste management facilities are appropriate on industrial sites. There may also be locational reasons for situating a facility in open countryside. The policy was used as one of the reasons for refusal in appeal reference APP/T6905/A/15/3140639.

Policy MWS/8 Landfill Buffer Zone

6.9 The policy applies a buffer of 250m around Llanddulas landfill site, within which there is a presumption against inappropriate development, including residential development, employment, tourism, and community facilities. The buffer zone is identified due to potential safety issues associated with landfill gas emissions and the potential nuisance from the landfill activities and the underlying limestone strata could provide pathways for gas migration.

6.10 The landfill operator has indicated that the site will cease accepting non-hazardous wastes within the lifetime of the LDP Review and is considering alternative uses for the land under their control. Notwithstanding, landfill gas will continue to be produced at the site long after its closure, and any future uses must consider the risks associated with potential landfill gas migration. At this stage, it is recommended that the policy and associated buffer is

retained, though the precise wording and extent of the buffer may need to be reviewed accordingly.

Appendix 1: Links to Planning Policy Wales

Planning Policy Wales 12, Chapter 5 Productive and Enterprising Places. Compliance Listing. Minerals and Waste Policy Issues.	
Paragraph	Policy Issue
5.11.7 Circular Economy	Understanding and identifying characteristics of a circular economy in preparation of the development plan to design out waste, design choices and designing in re-use and recycling.
5.12.1 Design Choices to Prevent Waste	Opportunities to Reduce or recycle waste in the design, construction and operation of new buildings to be identified in plan strategies and policies.
5.12.6 Design in Locally Sourced, Alternative or Recycled Materials	Policies should encourage reuse and recycling of secondary aggregates, construction, demolition, excavation wastes and other suitable materials.
5.12.8 Design in Locally Sourced, Alternative or Recycled Materials	Innovative approaches to recycling, including 'urban quarries' and builder's merchant yards.
5.13.1 Sustainable Waste Management Facilities.	Framework for sustainable waste management as a resource to meet needs of society and businesses, minimising environmental impacts, risks to human health, protect designated landscape and nature conservation, and protect amenity.
5.13.4 National Waste Policy & Figure 10 Waste Hierarchy	Supportive of facilities which fit with the aspirations of national waste policy Towards Zero Waste and waste hierarchy.
5.13.8 Waste Assessments and Monitoring.	Demonstrate how national waste policy and CIM Sector Plan are taken into account.
5.13.12 Provision of Wide Ranging and Diverse Waste Infrastructure.	Suitable locations for sustainable waste development to be identified in development plans and criteria for determination of development. Realistic provision for certain facilities that may be detrimental to amenity, conservation or a potential source of pollution.
5.13.14 Waste Assessments and Monitoring	Encourage recycling and re-use of construction and demolition waste, mineral and industrial wastes. Every Authority, independently or with its neighbours make provision and should identify preferred locations for recycling, storage and processing of inert materials, and criteria for assessing

	recycling sites if suitable sites cannot be identified.
5.14.50 Restoration and Aftercare	Restoration and aftercare should provide the means to at least maintain and preferably enhance the long term quality of land and landscapes taken for mineral extraction.
5.14.54 After-use	Guiding principles and minimum standards for restoration.
5.14.55 After-use	Where appropriate, development plans, informed by green infrastructure assessments, including local biodiversity action plans and countryside strategies, should provide guidance on the preferred after-uses and reclamation standards. A choice of after-use will depend on many issues, including the overall strategy of the development plan, as well as the location, final landform, availability and quality of soils or other restoration materials and neighbouring land uses.

Appendix 2: Waste Managed by Waste Facilities in Conwy in 2022: Source NRW

Facility Type	Total
CA Site	3964.14
Car Breaker	454.6
Composting	10866.61
Haz Waste Transfer	3205.97
Inert LF	29083.16
Material Recycling Facility (MRF)	26778.42
Non Hazardous Landfill	24101.88
Non-Haz Waste Transfer	126992.07
Grand Total	225,446.85

Recorded Origin	Total
Cheshire East	48.5
Cheshire West and Chester	57.04
Conwy	139640.17
Denbighshire	54492.39
Flintshire	17172.32
Gwynedd	8565.49
Isle of Anglesey	4817.36
Manchester	1.4
North Yorkshire	0.36
Shropshire	45
Warrington	0.34
Wirral	18.04
WPA Not Codeable	11.7
Wrexham	573.3
City of York	0.36
Grand Total	225,447

Appendix 3: Waste Removed from Conwy Waste Facilities in 2022: Source NRW

Destination WPA	Tonnes
Birmingham City	1401.83
Buckinghamshire	1115.66
Cheshire West and Chester	805.96
Denbighshire	5831.67
Derbyshire	1534.46
Flintshire	52121.33
East Riding of Yorkshire	57.9
Isle of Anglesey	537.44
Lancashire	665.47
Manchester & Greater Manchester	5975.3
Neath Port Talbot	422.14
Norfolk	1945.04
North Yorkshire	7373.52
Nottinghamshire	2236.16
Rotherham	4123.8
Salford	1446.48
Staffordshire	1505.46
West Lancashire	0.0007
Wirral	396
WPA Not Codeable	6643.52
Wolverhampton	0.0006
Wrexham	15,606.06
York, City of	1907.68

(blank)	2966.68
Grand Total	117425.57

Appendix 4: Local Authority Waste Collected in North Wales

Local Authority	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2021/22
Conwy	66,812	63,898	64,333	63,523	62,560	60,054	55,959	54,568	53,375
Denbighshire	43,543	42,561	41,972	42,333	44,323	43,988	43,091	40,265	43,598
Flintshire	88,133	89,877	84,541	85,456	86,256	82,718	84,247	78,491	81,333
Gwynedd	76,976	76,985	73,095	73,259	75,312	70,378	71,071	70,600	61,893
Isle of Anglesey	41,942	39,481	39,624	40,268	38,831	37,562	36,134	36,360	35,116
Wrexham	75,840	80,568	80,096	83,271	87,886	85,118	85,861	88,528	81,922
North Powys	39,342	36,764	35,976	34,441	32,838	27,925	28,630	27,543	27,824
Total	432,588	430,134	419,637	422,551	428,006	407,743	404,993	396,355	385,061

Appendix 5: Planning Applications for Waste

Application reference	Location	Description	Decision	Date
0/41702	Bron Y Nant Road, Mochdre	Addition of a waste transfer station to existing skip hire facility.	Approved with conditions	30/08/2016
0/41842 Appeal Ref: APP/T6905/A/15/ 3140639	Windmill Site, Abergale	Change of use of land to accommodate extension of existing waste management site.	Refused and appeal dismissed	Refused 18/08/2015 Appeal dismissed 25/04/2016
0/42140	Caerhun Farm	Construction of an agricultural building for composting green waste.	Approved with conditions	16/02/2015
0/43047	Llanddulas Quarry	Change of use and extension to former workshop to form a waste transfer station and use of land for the storage of recovered wastes and processing and storage of inert waste.	Approved with conditions	10/02/2017
0/43793	Civic Amenity Site, Bron Y Nant Road	Change of use to form an outlet for the sale of second hand goods, construction of first floor, entrance lobby, first floor storage area and secure store room. To divide the existing depot grounds and erection of fencing and gates. Alterations to boundary fences and gates, existing services and building. Creation of a layby for 3 vehicles and 2 no vehicle spaces within the existing site.	Approved with conditions.	03/05/2017
0/46795	Thornciffe Recycling Centre	Retention of workshop building, office building, tipping bay building and storage shed to cover	Approved with conditions.	16/07/2020

		existing activities on site together with the erection of extension to storage shed building		
0/51388	Ffordd Maelgwn Llandudno Junction	Waste transfer site with associated depot buildings, outbuildings and cabin offices - Details of Planning Application	Approved with conditions	25/02/25
0/52217	Allen & Smith Metal Recycling Unit 2 Clwyd Bank Kinmel Bay	Erection of Industrial Building for the sorting and storage of non ferrous metals	Approved with conditions	20/02/25