Review of the Merseyside and Halton Joint Waste Local Plan

Paper 2: National Policy and Climate Emergency Review

June 2025

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Abbreviations

AD – Anaerobic Digestion

CA – Combined Authority

C&D – Construction and Demolition

C&I – Commercial and Industrial

DTS – Distributer Take-Back Scheme

DRS – Deposit Return Scheme

EEE – Electrical and Electronic Equipment

EPR – Extended Producer Responsibility

GHG – Greenhouse Gas

JWLP – Joint Waste Local Plan

LCR – Liverpool City Region

LPA – Local Planning Authorities

MRF – Materials Recycling Facilities

MRWA – Merseyside Recycling and Waste Authority

NWWN - North West Waste Network

NPPF – National Planning Policy Framework

NPPW – National Planning Policy for Waste

PAYT – Pay As You Throw

RRC - Resource Recovery Contract

SO- Strategic Objective

WCA – Waste Collection Authority

WEEE – Waste Electrical and Electronic Equipment

WLP – Waste Local Plan

WNA – Waste Needs Assessment

25 YEP – 25 Year Environment Plan

1. Review of Key National Policies 2023/24

The Merseyside and Halton Joint Waste Local Plan (JWLP) was adopted by Knowsley, Sefton, Halton, Liverpool, St Helens, and Wirral Councils in 2013. Under the National Planning Policy Framework (NPPF) local plans must be reviewed every 5 years. This is to ensure plans are still effective, relevant, and legally complaint. However, due to limited resources, the JWLP review is overdue. With the emergence of new policies, bills, and government direction, to tackle environmental problems and crisis, it has become increasingly importance to conduct a review of the JWLP. As a part of the review process a literature review of new government policies and legislations has been undertaken, in order to determine the next steps regarding the future of the JWLP and ensure continued relevance of its policies.

This report pulls together themes and aims of new national policy and consider their relevance to the JWLP. The policies and bills that have been brought forward since the adoption of the plan have been reviewed. Those with relevance to the plan and timelines that coincide with the remaining time of the plan have been discussed. Following this, appropriate waste management recommendations can be recognised and considered as of part of the JWLP review.

1.1 National Planning Policy Framework (NPPF)

NPPF was published as the JWLP was entering Examination in Public. At the time, the JWLP was reviewed against the NPPF and found to be compliant. There have been multiple updates to the NPPF since the adoption of the JWLP, the updates brought about a few changes but the key principles of the NPPF did not change or affect the JWLP until 2024. National Planning Policy matters relating to waste are addressed in the separate National Planning Policy for Waste (see below) while the NPPF sets out the procedural and other requirements relating to plan preparation. Paragraph 34 of the NPPF requires that policies in local plans and spatial development strategies should be reviewed to assess whether they need updating at least once every five years.

Other aspects of the NPPF such as the approach to delivering a sufficient supply of homes and maintaining effective co-operation will be relevant to future waste planning. In particular, alongside the December 2024 NPPF, the Government issued a revised standard methodology for calculating Local Housing Need (LHN) which has resulted in increases in LHN numbers for all LCR districts excepting Liverpool. Under the transitional arrangements set out in Appendix 1 paragraph 238 of the NPPF, the policies in the revised NPPF (including the revised LHN requirements) applied from the 12th March 2025 to the emerging LCR Spatial Development Strategy (SDS). The SDS will also have to consider the distribution of future housing provision across the City Region. There has also been a fairly significant change in national policy on Green Belt and introductions of 'grey belt'.

Separately the Government has confirmed that it intends to proceed with the measures brought in through the Levelling Up and Regeneration Act 2023 which include an accelerated 30-month process for Development Plan preparation.

It should also be noted that further changes to the NPPF are anticipated later in 2025 along with the introduction of new National Development Management Policies (NDMPs).

The consequence of these changes will ultimately impact on waste management needs, but these will be taken into account when a full review of the JWLP is undertaken. At this point, consideration can be fully given to changes to housing numbers, impacts of 'grey belt' and Green Belt changes and the introduction of NDMPs, as well as any reviews of individual Local Plans. The current status of Local Plans is shown below:

- Halton Delivery and Allocations Plan (Adopted March 2022)
- Knowsley Local Plan Core Strategy (Adopted January 2016)
- Liverpool Local Plan (Adopted January 2022)
- Sefton Local Plan (Adopted April 2017)

- St Helens Local Plan (Adopted July 2022)
- Wirral Local Plan (Adopted March 2025)

Whilst the NPPF does require local plans to be reviewed every 5 years and it has been acknowledged that due to limited resources a review of the JWLP is overdue. The plan making PPG paragraph 064 states "policies age at different rates according to local circumstances and a plan does not become out-of-date automatically after 5 years. It is considered that the JWLP policies remain relevant and compliant with NPPF.

1.2 National Planning Policy for Waste (NPPW)

The NPPW was published in October 2014, following the adoption of the JWLP. The following tables assess the degree of compliance of JWLP policies, plan preparation and implementation with the requirements of the NPPW. The key principles of the NPPW are as follows:

1. Using a proportionate evidence base

In preparing their Local Plans waste planning authorities should:

NPPW Guidelines:	**JWLP Compliance:**
Ensure that the planned provision of new capacity and its spatial distribution is based on robust analysis of best available data and information, and an appraisal of options.	The JWLP uses a proportionate evidence base, which has been updated as part of this review. Data sources have been reviewed to assess if they are up to date, relevant and best suited to the plan.
Work jointly and collaboratively with other planning authorities to collect and share data and information on waste arisings and take account of: (i) waste arisings across neighbouring waste planning authority areas. (ii) any waste management requirement identified nationally, including the Government's latest advice on forecasts of waste arisings and the proportion of waste that can be recycled	Due to the nature of a joint plan the work is collaborative and involves those in neighbouring and other Local Planning Authorities (LPA's). Duty to Cooperate discussions have taken place in order to discuss waste movements with relevant LPA's. Waste arising data has all been assessed within the waste needs assessment that has been updated as a part of this review.
Ensure that the need for waste management facilities is considered alongside other spatial planning concerns, recognising the positive contribution that waste management can bring to the development of sustainable communities.	This has been addressed through the JWLP policies which consider the need for waste facilities and their spatial impacts, particularly through WM10 and WM12 which promote sustainable design and consider the cumulative impacts of facilities.

NPPW Guidelines:	**JWLP Compliance:**
Undertake early and meaningful engagement with local communities so that plans, as far as possible, reflect a collective vision and set of agreed priorities when planning for sustainable waste management, recognising that proposals for waste management facilities such as incinerators can be controversial.	This was completed during development of the plan, including a series of calls for sites and public engagement events.
Drive waste management up the waste hierarchy, recognising the need for a mix of types and scale of facilities, and that adequate provision must be made for waste disposal.	This has been reviewed and implemented throughout the development of the plan and the 5 year review. The waste needs assessment ensures there is the required mix of facility types and waste disposal needs are being met.
Identify the tonnages and percentages of municipal, and commercial and industrial, waste requiring different types of management in their area over the period of the plan.	This assessment has been completed within the original and reviewed WNA.

Consider the need for additional waste management capacity of more than local significance and reflect any requirement for waste management facilities identified nationally.	Assessments were made during the writings of the plan for the local needs as well as national significant facilities, these are reflected in the site allocations and policies.
Take into account any need for waste management, including for disposal of the residues from treated wastes, arising in more than one waste planning authority area but where only a limited number of facilities would be required.	The JWLP naturally considers more than one planning authority area, as it covers 6 districts but also considers all of their surrounding LPA's waste movements in and out of the area.
Work collaboratively in groups with other waste planning authorities, and in two tier areas with district authorities, through the statutory duty to cooperate, to provide a suitable network of facilities to deliver sustainable waste management.	Due to the nature of a joint plan the work is collaborative and involves those in neighbouring and other Local Planning Authorities (LPA's). Duty to Cooperate discussions have taken place in order to discuss waste movements with relevant LPA's. Contact is also kept with neighbouring authorities through the North West Waste Network (NWWN).
Consider the extent to which the capacity of existing operational facilities would satisfy any identified need.	Assessment of current capacity is completed within the WNA.

2. Identify need for waste management facilities

Waste planning authorities should prepare Local Plans which identify sufficient opportunities to meet the identified needs of their area for the management of waste streams. In preparing Local Plans, waste planning authorities should:

3. Identifying suitable sites and areas

Waste planning authorities should identify, in their Local Plans, sites and/or areas for new or enhanced waste management facilities in appropriate locations. In preparing their plans, waste planning authorities should:

NPPW Guidelines:	**JWLP Compliance:**
Identify the broad type or types of waste management facility that would be appropriately located on the allocated site or in the allocated area in line with the waste hierarchy, taking care to avoid stifling innovation.	This is assessed within the plan and policy WM10 ensures the high quality design of facilities.
Plan for the disposal of waste and the recovery of mixed municipal waste in line with the proximity principle, recognising that new facilities will need to serve catchment areas large enough to secure the economic viability of the plant.	It has been considered, the routes of municipal waste and contracts held within the plan area to dispose of the waste. The Resource Recovery Contract (RRC) covers Sefton, Knowsley, Liverpool and St Helens residual waste which is sorted at Gillmoss and transported by rail to the Wilton EfW in Teesside. Bidston MRF covers Wirral and Halton.
Consider opportunities for on-site management of waste where it arises.	Policy WM8 of the JWLP encourages the reuse, recycling and reduction of waste on developments.
Give priority to the re-use of previously developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.	This was undertaken during the site selection process, and proposals on unallocated sites are required to go through a scoring process which considers previously developed, derelict or under-utilised land.

Waste planning authorities should assess the suitability of sites and/or areas for new or enhanced waste management facilities against each of the following criteria:

NPPW Guidelines:	JWLP Compliance:
Physical and environmental constraints on development, including existing and proposed neighbouring land uses, and having regard to the factors in Appendix B to the appropriate level of detail needed to prepare the Local Plan.	This was considered during the site selection process at development stage. Consideration is also given to this when considering proposals on unallocated sites using policies WM1, WM12 and WM13.
The capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport.	This was considered during the site selection process at development stage. It is also covered by the JWLP policy WM11, which promotes sustainable waste transport and other methods of transporting waste than just by road.
The cumulative impact of existing and proposed waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential.	This was considered as part of the site selection process and Sustainability Appraisal (SA) and is assessed through policy WM12.

4. Determining planning applications

When determining waste planning applications, waste planning authorities should:

NPPW Guidelines:	JWLP Compliance:
Only expect applicants to demonstrate the quantitative or market need for new or enhanced waste management facilities where proposals are not consistent with an up-to-date Local Plan. In such cases, waste planning authorities should consider the extent to which the capacity of existing operational facilities would satisfy any identified need.	Justification of need is not a requirement of any of the JWLP policies, except for policy WM14 which relates to EfW, which takes account of existing and planned capacity.
Recognise that proposals for waste management facilities such as incinerators that cut across up-to-date Local Plans reflecting the vision and aspiration of local communities can give rise to justifiable frustration and expect applicants to demonstrate that waste disposal facilities not in line with the Local Plan, will not undermine the objectives of the Local Plan through prejudicing movement up the waste hierarchy.	Policy WM14 requires justification in terms of specific need due to the amount of existing and planned capacity for EfW at time of adoption.
Ensure that waste management facilities in themselves are well-designed, so that they contribute positively to the character and quality of the area in which they are located.	Policy WM10 ensures the high quality design of facilities.
Ensure that land raising or landfill sites are restored to beneficial after uses at the earliest opportunity and to high environmental standards through the application of appropriate conditions where necessary.	Policy WM16 ensures the proper restoration and aftercare of landfills.

When determining planning applications for non-waste development, local planning authorities should, to the extent appropriate to their responsibilities, ensure that:

NPPW Guidelines:	JWLP Compliance:
The likely impact of proposed, non-waste related development on existing waste management facilities, and on sites and areas allocated for waste management, is acceptable and does not prejudice the implementation	Policy WM7 protects existing waste management facilities and landfill capacity.

of the waste hierarchy and/or the efficient operation of such facilities.	
New, non-waste development makes sufficient provision for waste management and promotes good design to secure the integration of waste management facilities with the rest of the development and, in less developed areas, with the local landscape. This includes providing adequate storage facilities at residential premises, for example by ensuring that there is sufficient and discrete provision for bins, to facilitate a high quality, comprehensive and frequent household collection service.	Policy WM9 ensures the proper installation of waste systems within non-waste developments, such as the appropriate and adequate access and placement of waste disposal for residential developments.
The handling of waste arising from the construction and operation of development maximises reuse/recovery opportunities and minimises off-site disposal.	Policy WM8 ensures developments maximise the reuse of waste and encourages waste recycling and reduction. Policy WM9 ensures sufficient recycling and residual waste collection capacity available on site.

5. Monitoring and Report

To inform the preparation of Local Plans and to inform the determination of planning applications as part of delivering sustainable waste management, local planning authorities should, to the extent appropriate to their responsibilities, monitor and report:

NPPW Guidelines:	**JWLP Compliance:**
Take-up in allocated sites and areas.	This is all quantified and updated within the Monitoring Reports to date and the revised WNA.
Existing stock and changes in the stock of waste management facilities, and their capacity (including changes to capacity); waste arisings.	
The amounts of waste recycled, recovered or going for disposal.	

6. Summary:

1. As the tables above show, overall the degree of conformity of the JWLP with NPPW is high. There has been one Judicial Review (JR) (Case No: CO/1023/2019) on a waste planning application during the Plan Period to date. The JR considered how policies WM1 and WM12 had been applied. The outcome of the JR was that it was considered policy WM1 had not been applied rigorously enough, with recommendations of how it should be applied going forward. With respect to policy WM12, this was found to have been applied appropriately, and this element of the JR was not upheld.

2. Simpler Recycling

Simpler recycling is the umbrella term used by the Government in relation to describe the process which will bring about consistent recycling collection across the country. This entails setting a range of recyclables that will then be collected as a set standard across the country.

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- Resources and Waste Strategy 2018
- The Environment Act 2021

The Government's new default requirement for most households and workplaces will be 4 containers for:

- residual (non-recyclable) waste
- food waste (mixed with garden waste if appropriate)
- paper and card
- all other dry recyclable materials (plastic, metal and glass)

This means that Waste Collection Authorities (WCA) will all be required to collect the same range of recyclables, meaning that councils, to a varying degree, will have to increase the types they currently accept. This has implications on the numbers and types of facilities councils will require to handle the increased load of recyclables.

Simpler recycling's requirements will need to be in place by 31st March 2026, this means the councils will need to collect a set list of recyclables from households and have suitable sorting and recycling facility pathways in place. Plastic film (micro-films) has a later date for mandatory collection of 31st March 2027 from all premises. Collections from business, including schools and hospitals (non-household municipal) must be in place by 31st March 2025.

2.1 JWLP Compliance

Up until this policy was put in place by the Government, WCAs had the flexibility to set out what collection methods and materials were accepted in their area. Therefore, there is no direct consideration made to the land use implications of standardised collections within the JWLP. However, consideration is given to the increase in recycling rates and the pressure this place on MRFs. The plan does make recommendations for the increase in MRF capacity.

2.2 Simpler Recycling Actions

Simpler recycling will mean the WCAs in the Plan Area will need to cater for the collection requirements and assess the need for extra capacity and facility needs. Councils will need to unify bin collections to match the national set regulations. This means an increase in the types of materials collected for all areas, as recyclables likely to be on the standard list includes foil, tubs, trays, tetra packs and aerosols which are all not currently accepted (except for in St Helens). Therefore, it is likely to have effects on the plan areas Material Recycling Facilities (MRF). MRFs will have to handle a larger volume of recyclables and greater variety of materials.

There will also be impacts on other waste collections, as residual waste is likely to decrease as more materials will be going into the recycling stream. This means in the long term; residual waste collection may become less frequent.

3. Food Waste Collection

There are several pieces of legislation, national policies and strategies reiterating the need for separate food waste collection. This will entail all WCAs collecting food waste from households and businesses in a separate collection from the residual stream. This will stop biodegradable waste being wasted in the residual waste stream and allow for the better use of biodegradable waste either by composting or Anaerobic Digestion (AD). This was due to be rolled out by 2023 but is delayed. Work is being carried out to implement the collection of food waste by 2026, secondary legislation is expected to be released at the beginning of 2024. A recent consultation set new deadlines for separate collection from households to be by 31st March 2026 (transitional arrangements can be made) business premises by 31st March 2025.

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- The 25 Year Environment Plan 2018
- Clean Growth Strategy 2018
- Resources and Waste Strategy 2018
- Environment Bill 2020
- The Environment Act 2021

3.1 JWLP Compliance

The JWLP does make provision for the collection of food waste, as at the time of preparation, there were more food waste collections across the plan area in comparison to currently. The JWLP does not have a specific food waste collection policy. However, there was an acknowledgement that collections could be rolled out further, in order to divert waste from landfill, and so consideration was made for further collections of food waste in potential site requirements.

3.2 Food Waste Collection Actions

The plan area will need to consider their capacity to collect and treat the food waste. It may need to consider increasing local AD and/or composting capacity. At the time of writing, the only food waste collections that occur within the Plan Area is carried out by St Helens and is an opt in free service. The other authorities have all trialled food waste collection, except Liverpool, but do not currently offer this service to households. Therefore, the majority of the plan area will be required to implement this new service. The area will have to handle an increased amount of source separated biodegradable waste, and so will have to provide the facilities or negotiate contracts to treat this waste stream.

4. Extended Producer Responsibility (EPR) /Distributer Take-Back Scheme (DTS)/ Deposit Return Scheme (DRS)

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- EU Circular Economy Strategy 2020
- The Environment Act 2021

4.1 Policies

4.1.1 Deposit Return Scheme (DRS)

The Deposit Take-Back Scheme (DRS) is a scheme that has been established in other areas of Europe, such as Germany, that the UK is keen to roll out. It entails consumers returning plastic bottles to a provider to earn back the fee for the use of the plastic bottle. The plastic is then entered into the recycling system.

4.1.2 Distributor Take Back Scheme (DTS)

Business and retailers that sell Electrical and Electronic Equipment (EEE) will be required to take back Waste Electrical and Electronic Equipment (WEEE) including batteries, that they sell. However, the Distributor Take-Back Scheme (DTS) is a scheme where retailers can, for a fee, become a member. These funds are collected as part of the membership fees which will then fund local authorities to increase the collection and recycling of small mixed WEEE. The amount of WEEE returned to stores and the amount collected at HWRCs is likely to increase which should facilitate an increase in recycling of these materials.

4.1.3 Extended Producer Responsibility (EPR)

Extended Producer Responsibility (EPR), forms part of the reformed Producer Responsibility policy set out in the 2013 Waste Management Plan for England, which was updated in 2021. EPR requires producers to cover the costs of handling the waste they produce throughout its life cycle. Responsibility for the product and packaging's collection, treatment and recycling costs lie with the producer. This encourages producers to consider the sustainability of the life cycle of their product and the waste associated with it, as well as, reducing the packaging complexity which would bring the costs down for the producer and create more sustainable life cycles of packaging. This should in turn reduce the demand for single use packaging as it becomes economically undesirable to producers. The 2021 Plan proposes the application of EPR to textiles, bulky waste, some Construction and Demolition (C&D) wastes, tyres, and fishing gear.

4.2 JWLP Compliance

There is a recognition of the extension of EPR within the JWLP, which influences Commercial and Industrial (C&I) waste arising projections and would be assessed within a Waste Needs Assessment (WNA). DRS would affect the amount of plastic in waste streams, rather than bottles going into a household bin, whether it be residual or recycling the population has the option to take back their bottle to a deposit station. These stations are likely to be placed on business premises (shops) and so will become C&I recycling. These policies are likely to alter waste stream compositions or the amount of source separated waste, which again would be analysed within a WNA.

4.3 EPR/DTS/DRS Actions

The responsibility to implement these policies generally lies with the Producers and suppliers/retailers. The effects of these policies will be monitored through the WNA. However, there may be an impact on site requirements with the Plan Area for plastic recycling/reprocessing and WEEE facilities. MRWA and the individual Councils will receive EPR payments to help them manage packaging that ends up in the LACW waste stream.

5. Moving Up the Waste Hierarchy

The Waste Hierarchy is a framework that sets out waste management options from most desirable to least, as shown in Figure 1.

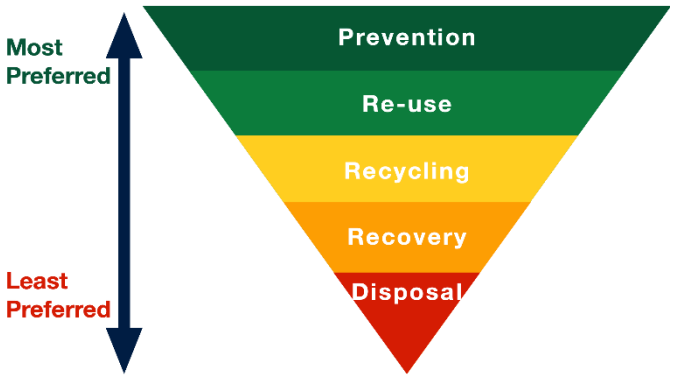

Figure 1: The Waste Hierarchy Diagram

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- EU Circular Economy Strategy 2020
- The Environment Act 2021

5.1 JWLP Compliance

The waste hierarchy was considered in the writing of the JWLP, and it is mentioned within the document. The JWLP acknowledges the steps of the hierarchy, and how it will address the needs to facilitate a move up the hierarchy. In order to maximise prevention policies surrounding Waste Prevention and Resource Management and waste Management Design and Layout of New Development (Policy's WM8 and WM9) were included in the plan. All aspects of the hierarchy are considered and accounted for. A move up the waste hierarchy is also written into the WLPs Vision.

5.2 Waste Hierarchy Actions

Moving waste management up the waste hierarchy will lead to more reuse and recycling, this means the plan area will need facilities to handle this. This is likely to be achieved by more reuse hubs and recycling facilities. In order to achieve this, huge social and behavioural change is needed to encourage people to make these changes and education is needed to teach people how to make these changes to their habits. Liaison with Merseyside Recycling and Waste Authority (MRWA) for updates on any social change initiatives and projects to enhance HWRCs to increase re-use and recycling. The impact on sites is accounted for elsewhere in the review.

6. Circular Economy

A circular economy in terms of waste is a system in which nothing becomes waste. To achieve a circular economy waste must remain as a resource/material, this means an increase in reuse and recycling. This is closely linked to the move up the waste hierarchy as it entails preventing waste and the move to re-use and recycling. It means there must be a move from products and materials that cannot be reused or recycled, a reduction in the use of virgin materials, and a huge social change.

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- Industrial Strategy 2017
- 25 Year Environment Plan (25 YEP).

Goals have been set in order to reach a circular economy, as listed below:

- Making plastic packaging recyclable, reusable or compostable by 2025.
- Eliminating food waste to landfill by 2030.
- Eliminating plastic waste whilst the 25 Year Environment Plan is being implemented.
- Doubling resource productivity by 2050.
- Eliminating all waste by 2050.
- Increasing the efficiency of waste plants, by reusing energy produced on site.

The Industrial Strategy 2017 was established to assist the move towards a Circular Economy, which aims to achieve the clean growth of UK industries with environmental protection and green innovation at the forefront.

6.1 JWLP Compliance

The 'Circular Economy' was a relatively new term just as the WLP was adopted, and so is not used within the JWLP. However, reducing waste and the view of waste as a valuable resource is not a new concept and is embedded within the values of the JWLP. Strategic Objective (SO) SO4 acknowledges the importance of transforming waste to a resource, this is also recognised within the JWLPs Vision and enforced through WM8.

6.2 Circular Economy Actions

Establishing a circular economy requires the increase of reuse and keeping waste a resource. For the plan area this could mean expanding re-use hub availability. This may have a small impact on site requirements or expansion of existing Household Waste Recycling Centres (HWRCs).

7. New Waste Tracking System/ Waste Data

The new waste tracking system, for the UK waste streams is to be rolled out in April 2025.

This policy is mentioned in the following:

- Industrial Strategy 2017
- Resource and Waste Strategy 2018
- The Environment Act 2021

7.1 JWLP Compliance

Waste tracking and data is relevant to the generation and application of the waste needs assessment. Mandatory digital waste tracking is set to be introduced from April 2026. Therefore, at the time of writing this system is not in place and the Environment Agency's Waste Data Interrogators have been used for the bulk of waste movement data and information. Once the new system is in place and a dataset is compiled and released, this will be the used as a data source for the JWLP review and future monitoring.

7.2 New Waste Tracking System/ Data Actions

An improved waste tracking system and associated data will help in terms of the writing of the waste needs assessment. This will allow the needs assessment to be more accurate and build a better image of the waste movements within the plan area.

8. Increasing Recycling Rates

Increasing recycling rates means increasing the amount of waste that is recycled, linked to the move up the waste hierarchy and aids the shift to a circular economy. It can also mean an increase in the types of materials recycled, which links to simpler recycling. Figures across policies generally have the aim to reach 55% by 2025, 60% by 2030, and 65% by 2035.

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- Industrial Strategy 2017
- The 25 Year Environment Plan 2018
- Clean Growth Strategy 2018
- Resources and Waste Strategy 2018
- EU Circular Economy Strategy 2020

8.1 JWLP Compliance

Increasing recycling rates is mentioned in the JWLP, however it is recognised that recycling rates across the plan area are generally poor, and below national average and national targets. As of 2022, recycling rates fell across the plan area for LACW.

8.2 Increasing Recycling Rates Actions

Increasing recycling rates alters waste stream compositions and the demand on certain facilities. There is an increased need for recycling facilities and for areas with comingled collections there is more demand for MRF sorting capacity. The implementation of simpler recycling will aid the increase of recycling rates.

9. Net Zero Waste 2050

Net Zero Waste entails having a system in place where waste is no longer viewed as waste but instead as a resource and its reuse potential is maximised. It means nothing is waste but instead recovered for reuse or recycling. This requires a huge drive in the repair and reuse of existing material and increased recycling rates.

This policy is mentioned in the following:

- Waste Management Plan for England 2021
- Industrial Strategy 2017
- The 25 Year Environment Plan 2018
- Clean Growth Strategy 2018
- Resources and Waste Strategy 2018

9.1 JWLP Compliance

Net Zero Waste is also a newer term and so is not mentioned directly in the JWLP. However, the idea of reducing waste and increasing reuse is a common theme within the JWLP.

9.2 Net Zero Waste 2050 Actions

In order to achieve Net Zero Waste, waste needs to be viewed as a material/resource and not reach the point where it is discarded and becomes waste. This means a shift in social behaviour to increase reuse and repurposing items to prevent them entering the waste stream.

10. Conclusion – National Review

This review shows the plan is largely compliant with the latest and up and coming government legislation, policies, and guidance regarding waste, although there may be a requirement for additional sites/facilities. This will continue to be reviewed until the end of the plans life to ensure any changes to policies or regulations are complied with.

11. LCR Zero Waste Strategy

The LCR Zero Waste Strategy is in its final stage of endorsement before publication. The document sets out a strategic plan that sets out aims across all zero waste actions for the LCR. It pulls together all of the themes discussed in this Literature Review (both National waste aims and local carbon targets). It supports the LCRs aim for net zero carbon by 2040 and sets out ambitious targets to reduce waste. It encompasses the Circular Economy, the vital role that community plays in reducing waste through behaviour change and the importance of resource recovery. When published this document will set out a clear pathway for the LCR with aims and objective to meet across the 6 Councils, presenting a coherent and unified approach to tackling the waste and climate crisis across the LCR.

12. Local Authorities Climate Emergency Plans Review 2023/24

As part of the JWLP review process, a literature review of new regional and sub-regional policies and initiatives that have been made since the WLP was adopted is required to determine the next steps for the future of the WLP. Since the plan was adopted all six councils, within the LCR as well as the LCR CA have declared climate emergencies. This has triggered the councils to release climate action plans, which need to be considered within the context of waste as they may have an effect on waste aims.

13. Year One Climate Action Plan 2021/22

The Liverpool City Region (LCR) Combined Authority (CA), alongside the individual councils, declared a Climate Emergency in June 2019 and pledged to become net zero carbon by 2040. As a result, the CA established a Climate Action Plan and developed a framework for the LCR to achieve its climate and sustainability ambitions. This framework became the Year One Climate Action Plan (YOCAP) 2021/2022. The Action Plan focuses on 9 themes:

- Climate Change and Resilience
- Air Quality and Transport
- Water
- Green Spaces, Habitats and Biodiversity
- Waste and Resources
- Health and Wellbeing
- Carbon and Environmental Literacy
- Sustainable Energy
- Food and Agriculture

There is regular liaison with MRWA on waste management issues within the LCR and the WLP endeavours to align policies and site requirements with those of the MRWA, as far as reasonably possible. Subsequently a revised Five Year Climate Change Action Plan 2023-2028 for the LCR has been produced and during 2024, the target for achieving net zero carbon has been brought forward to 2035, as part of the Mayoral Manifesto. The Five Year Action plan has 5 pillars: Transport, Buildings, Industry, Clean Energy and Natural Environment.

No specific targets have been set from a waste perspective; however, the action plan includes reference to waste and acknowledges the climate change reduction work being undertaken by MRWA. Key issues for reducing carbon emissions from waste are:

- Need to reduce the amount of residual waste
- Food waste makes up 33.5% of residual waste
- 18.7% of residual waste could have been recycled
- Development of Zero Waste Framework

13.1 Current Waste Management in the Liverpool City Region

Across the Liverpool City Region between 2019 to 2020, the majority of household waste was treated through energy recovery (58%). Less than a quarter of household waste was recycled (23%) and 15% of household waste was composted. Waste that goes to the landfill occupies the smallest amount of household waste that is treated (4%).

Next steps

- Increase the amount of waste that is recycled.
- Continue to maintain a low percentage of waste going to the landfill and attempt to decrease this amount further.

13.2 Policy and Action Planning

Policy and action planning is vital to in contributing to reporting the impact of climate and carbon, as well as monitoring progress made towards reaching carbon goals.

YOCAP Policy PA1 details that complete modelling of the LCR carbon descent pathways is in line with the Paris Agreement. This influences waste management because carbon emissions associated with waste management must be quantified and reported.

Policy PA4 recognises the importance of the visitor economy to the City Region and states the collaboration with partners to establish a network to determine strategies to reduce climate impact. In terms of waste management, this would require liaising with planning and waste authorities.

Next steps

- Report and monitor carbon emissions associated with waste management
- Liaise with planning and waste authorises

13.3 Air quality and Food and Agriculture

YOCAP Policy AQ3 requires the identification and mapping of areas which have the potential to host more green space to improve air quality. This aligns with the Joint WLP Policy WM 12: Criteria for Waste Management Development to improve air quality.

Similarly, Policy FA2 requires the mapping of local food and growing projects across the LCR and to provide support on reducing carbon emissions from food imports. This will also hopefully help to reduce household food waste. Liaison with planning authorities will be required to determine which areas will be suitable for waste management and which areas will be suitable for green spaces.

Next steps

- Liaise with planning authorities to determine which areas will be used for green spaces and which areas will be used for waste management.

13.4 Waste and Resources

YOCAP Policy WR1 hopes to develop a Zero Waste 2040 strategy for all wastes to reach 55% re-use and recycling by 2025.

Policy WR2 adopts the ambitions to seek a circular economy by improving material resources management and encouraging manufacturers and consumers to change their behaviours concerning waste.

Policy WR3 states that a Circular City Region Scan will be conducted to identify barriers preventing the move towards a circular economy.

A waste composition analysis will also be conducted according to Policy WR4 to provide information to reduce waste and improve reuse and recycling. An LCR Reuse Network will be developed, according to Policy WR5 which will be composed of reuse, repair, upcycling and sharing hubs to reduce waste. Actions to implement the National Waste and Resources Strategy will also be taken in alignment with Policy WR6.

YOCAP Next steps

- Increase re-use and recycling rates.
- Adopt initiatives to a circular economy approach.

13.5 Climate Literacy & Engagement

The Action Plan has four policies which encourage the use of carbon literacy and engagement. The policies hope to educate persons of all ages from schools to businesses in order to engage people within the community. Councils will prepare strategies and training programmes to provide sufficient information and training.

Next steps

- Ensure all authorities and persons within the waste management sector are educated and carbon literacy trained.

14. Liverpool City Region Combined Authority

Following the One Year Action Plan the LCR published a 5 year Plan, which sets out actions to work towards decarbonising the LCR in order to reach net zero carbon by 2035.

15. Pathway to Net Zero 2021

The LCR recognised that the Year One Plan did not set out long term strategies needed to achieve net zero. After engaging with residents, within the LCR, a Pathway to Net Zero document was created. The Pathway sets out the scale of the challenges and the LCRs strategic vision for achieving the goal of becoming net zero by 2040. However, a comprehensive plan of policies is yet to be created, but it will set out a plan of which both short- and long-term progress can be measured.

The plan sets out four key areas of focus for this plan they are:

- Home
- Neighbourhoods
- Journeys
- Workplaces

15.1 Home

There is an acknowledgement of the need to reduce domestic emissions including household waste and food related emissions.

15.2 Workplaces

Within this section the need for businesses to reduce the amount of waste produced and material used is recognised.

Next steps

- Reduce household and food waste.
- Reduce business waste.
- Make any further amendments following the release of the anticipated policies.

16. Merseyside Recycling and Waste Authority Climate Action Plan 2022

The Merseyside Recycling and Waste Authority Climate (MRWA) Climate Action Plan was formulated in the response to the declarations of climate emergencies made across the region. The mission statement and aims address the need to mitigate climate effects associated with waste. They also set out their commitment to moving up the waste hierarchy in order to minimise waste. They establish that most carbon emissions arise from residual waste treatment and are aiming for zero waste to increase waste prevention and reuse activity alongside recycling. MRWA have set out three key themes which will become their areas of sustainability and priorities for the LCR: People, Planet and Economy.

16.1 People

People lifestyles need to become more sustainable and less carbon intensive. The life cycle of material resources needs changing, resources should be in use for longer and recycled at the end of their use into new products. There is emphasis that the LCR needs to reduce its waste and encourage residents to follow the waste hierarchy and view waste as a valuable resource.

16.2 Planet

In order to sustain our plant net zero carbon must be achieved and can be aided by using resources wisely and reducing waste. Included within this theme MRWA call for a review of LCR waste infrastructure and an increased capacity for the reuse of waste.

16.3 Economy

MRWA recognises the need for a low carbon circular economy which will benefit the environment and the economy. Creating circular economy hubs gives the community an opportunity to reuse, recycle and repair alongside social (& economic) benefits.

MWRA have set out actions to achieve the goals of the three themes including:

- To establish a three-year food waste reduction and prevention plan
- To develop at least one reuse hub in the LCR
- To increase biodiversity and support local nature recovery

Next steps

- Encourage residents to follow the waste hierarchy.
- Adopt initiatives to a circular economy approach.
- Liaison between MRWA and local authorities to implement a food waste reduction plan.
- Develop a reuse hub in the LCR.
- Consider initiatives to increase biodiversity and support local nature recovery within waste developments.

17. Halton Climate Change Action Plan 2022-2027.

The plan has set out within it goals/priorities to minimise waste.

ES7 aims to introduce initiatives and services to enable to re-use or recycle 60% of municipal waste by 2020, and 65% by 2025. This is in line with the Waste Framework Directive (WFD), which has set out targets for municipal waste re-use and recycle to increase to a minimum of 65% by 2035.

Next steps

- Initiatives to reach re-use or recycle at 60% of municipal waste by 2020, and 65% by 2025.

18. Knowsley Council Climate Emergency Action Plan.

The plan identifies key areas for action, it acknowledges some will require further project development, business case approval and feasibility assessments. The plan sets out 10 themes that policies will aim to meet. Theme 5 being 'reducing carbon emissions from waste from Council services.' Policy 5.1 states they aim to 'Review recycling facilities and practices across the Council estate and improve facilities where necessary (in order to reduce carbon emissions).' Theme 3 '. Reducing carbon emissions from fleet vehicles, maintenance plant and equipment' includes considering replacing waste collection vehicles (3.1) and plants and equipment (3.2) with low carbon alternatives such as electric vehicles and using renewable sources of electricity. Theme 3 aligns with Policy WM 11 of the WLP.

Next steps

- Liaise with Knowsley to aid improvement opportunities at facilities to reduce carbon emissions in line with WM11.
- Introduce low carbon alternative to waste vehicles, plants, and equipment.

19. Liverpool Net Zero Carbon 2030 – The Climate Challenge

Liverpool has a detailed plan with the aim of being Net Zero by 2030. Four key theme areas have been selected to be analysed within this plan and form focuses for the plan.

They are:

- Buildings and Heat
- Power Supply
- Transport
- Waste.

19.1 Waste

Waste will specifically focus on reducing waste generated through waste prevention measures such as campaigns. As well as, increasing the amount of waste that is recycled through the collection of waste types, for example the introduction of separate food waste collections. Also, making it easier and more accessible for residents to provide waste making collection for recycling simpler.

There is an emphasis on waste emissions from incinerators. Liverpool's household waste that is not recycled is sent to incineration in Teesside at an energy from waste facility site. The energy is recovered but also results in the release of Greenhouse gas emissions (GHGs). This is the single largest source of emissions from waste. In order to meet net zero goals in Liverpool, there is a need to reduce or stop the materials with high carbon content being incinerated. They aim to do this by reducing the amount of this type of waste generates and creating effective recycling approaches. There is weighted importance on mixed plastics, textiles and food waste which have high carbon contents.

Liverpool recognises its obstacles in increasing recycling at a household level, in this report, such as the dense urban nature which reduce recycling rates as some homes are not accessible for bin collections. Liverpool recognises that local authorities have little power over packaging design and their lack of food waste collection means food waste cannot be diverted from incineration effectively. They also recognise the obstacles they face for increasing recycling rates of commercial waste such as the lack of financial incentive to recycle, the fact waste services are not of a high priority to businesses and the local authorities limited control over commercial waste collectors. As well as the difficulties surrounding measuring commercial success due to a lack of available data.

Next steps

- Increase recycling rates by introducing separate food waste collection and making waste collection more accessible for residents.
- Focus on specific waste types to reduce the amount of waste sent for incineration.
- Liaise with Liverpool regarding the issues they are facing and how to remove these addressed obstacles.

19.2 Waste Principles

Two waste principles have been identified to guide the plan and address Liverpool Council's waste challenges:

- Move up the waste hierarchy – to have the most efficient use of resources and reduce the number of materials being treated therefore, reducing carbon emissions.
- Efficiency - to maximise Liverpool council's resources, including building partnerships with other Local Authorities to achieve the most positive outcome of action taken.

Next steps

- Decrease the amount of waste treated by moving up the waste hierarchy
- Maximise Liverpool's resources and liaise partnerships with other Local Authorities.

19.3 Aims and Solutions

There have been two aims identified to aid the decarbonisation of the waste sector within the plan:

Aim 1 - Removing fossil fuel-based waste (such as plastic) from the residual waste stream.

Aim 2 - Maximise the benefits of energy generation from waste which is compatible with meeting the net zero carbon target.

A further four solutions have been set out to achieve the aims:

- **WAS01 – Waste Prevention measures**

There is a call for change to national legislation to allow for a Local authority to implement a Pay As You Throw (PAYT) system. They also recognise they need to influence the behaviour of residents by issuing fines, limiting residual waste collections, and improving relationships with those not participating in recycling.

- **WAS02 – Measures to improve kerbside recycling rates**

The use of a PAYT would drive higher kerbside recycling rates quicker. They will also make use of levers of influence such as imposing fines, limiting residual waste collection and as stated in WAS01 – improve relationships to encourage recycling. There is also a need for sufficient food waste treatment capacity in the region and biogas produced will need an end-use. Liverpool recognises that with increased food waste collection biogas production will increase and this could be utilised for transport and heat sectors to encourage decarbonisation.

- **WAS03 – Removing more plastics from residual waste stream**

Construction and operation of additional pre-treatment to remove plastics from incineration. Investment may be required from national Government so Liverpool Council will work with MRWA to make the additional investment viable.

- **WA04 – Collection of food waste and treatment via anaerobic digestion (AD)**

There are aims for the council to construct their own anaerobic digestion facility. They recognise that additional collection infrastructure for collecting food waste (e.g., food waste caddies) is required. As well as support for communities where the only option is communal bins to ensure hygienic food waste storage.

Next steps

- Enforce initiatives and fines to enhance resident engagement in recycling.
- Use the policies and allocations to aid the construction of additional pre-treatment facilities in Liverpool, to reduce plastics incinerated.
- Use the policies and allocations to aid the construction of an AD facility in Liverpool or the wider LCR.
- Consider opportunities and support for communities using communal bins.

20. Sefton Council Climate Emergency Plan

The Sefton Council Emergency Plan gives no mention of policies or aims concerning waste or the WLP. The Climate Emergency Action Plan Implementation Plan does state that to achieve their goal of 100% clean energy by 2030, self-supply biogas generation will be actioned. This could be using municipal and agricultural waste but will most likely come into effect in Phase 2-3 throughout the years 2023-2029.

Next steps

- Liaise regarding any further Climate actions or plans that may regard waste.
- Liaise regarding future plans of self-supply biogas generation using municipal and/or agricultural waste.

21. St Helens Climate Response Plan November 2021 – pathway to net zero.

Commitments for the next 12 months include to 'deliver a new waste strategy with waste reduction at its heart'. £6.9m has been granted for Glass futures for reducing the carbon footprint of glass production and for a medical glass recycling facility. Over the 12 months from the plans release St Helens committed to delivering a new waste strategy with waste reduction as a focal point. They also set out to develop a further action plan with more detail and specific steps to achieve net zero by 2040.

They set out six themes from which key activities to bring positive change will be decided:

- Energy
- Transport
- Housing
- Land Use
- Industry & Economy
- Health

Next steps

- Consider the implications following the release of a new waste strategy and an action plan regarding net zero.

22. Wirral Environment and Climate Emergency Action Plan.

The plan was approved in March 2021 and provides the basis for Wirral Council becoming carbon neutral by 2030. The plan sits within the Cool2 strategy, which sets out the target for Wirral of achieving carbon neutral by 2041. The plan breaks down key areas referred to as 'workstreams', 18 workstreams were identified and contain actions to give guidance, increase sustainability, and reduce carbon emissions.

22.1 Waste Management

Waste management is workstream 9 (WS9) which sets out 5 five actions:

- 9.1 Work with partners towards a Circular Economy model
- 9.2 Internal Materials Management based on the waste hierarchy.
- 9.3 Promote reduce reuse and repair to residents.
- 9.4 Education-Mobilising Future Generations through Eco-schools and other partners
- 9.5 Ensure our future Waste Management Systems are fit for purpose

Next steps

- Implement the five actions relating to waste management.

22.2 Cool2 Strategy

The Cool2 Strategy is Wirral's strategy in place due to the global climate emergency and was released in December 2020. This strategy provides more detailed actions, plans and aims for reducing carbon emissions. The strategy takes a collaborative approach detailing the work Wirral plans to carry out in collaboration with a range of stakeholders including MRWA. 'Early Steps' were identified to start the strategy and build momentum. Those including waste are:

- Develop 'The Loop: Wirral' circular economy programme
- Boost reuse and recycling and prepare for the introduction of food waste collection
- Establish a food forum/network

Within the objective 'wiser decisions: To use resources – materials, land and food - in a sustainable way so that our collective decisions do not add indirectly to the burden of climate damaging pollution in Wirral or elsewhere.' Wider decisions have been included within the strategy to strengthen the local economy and improve health as well as address the need for a wider range of materials collected for recycling within the council.

Aims include:

- Reduction in the impact of our diet on climate
- Shift to a zero waste 'circular economy'
- Spread environmentally informed procurement practices
- Consider the sustainability implications of all key decisions
- A shift to land use patterns and technologies that reduce the need for motorised travel.

A shift to a zero waste 'circular economy' includes:

- The elimination of waste by design
- Education, to increase awareness of choices available as a consumer
- Increase in the life of products with more facilities for servicing and repair
- More re-use of resources rather than 'single use'
- More remanufacturing where items are returned to the original manufacturer to be restored

- Increase in recycling with a wider range of materials collected for recycling
- No biodegradable waste to landfill by 2025
- More anaerobic digestion of biodegradable wastes to produce biogas and fertilisers

Next steps

- Adopt initiatives to shift to a circular economy approach.
- Consider sustainability in key decisions.

23. Conclusions – Regional Review

This review has considered the implications following the Climate Emergency declarations of the plan areas local authorities. Subsequently, this has led to the local authorities stating their actions to combat this within Climate Emergency Plans, alongside MRWA. These plans have similar aims, objective, and actions. Generally, there is an aim for the local authorities to:

- Achieve circular economies
- Increase recycling
- Decrease/abolish landfill
- Establish separate food collections
- Increase the use of AD
- Move up the waste hierarchy and educate their residents on how they can dispose of their waste more efficiently in line with the waste hierarchy

These are generally the main aims/focuses for Merseyside and Halton and need to be considered with priority to any changes or updates to the Joint Waste Local Plans. A review of Nationally important policies has also been carried out.

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