

Local Development Plan 2032

Technical Supplement 17

**Waste Management**



**Ards and  
North Down**  
Borough Council

1.0	Introduction .....	3
	Purpose of this document.....	3
	Planning and Waste .....	3
2.0	Regional Policy Context.....	3
	Programme for Government (PfG) 2024-2027 .....	3
	‘Everyone’s Involved’ — NI Executive Sustainable Development Strategy (2021).....	4
	Regional Development Strategy 2035 (RDS).....	4
	The RDS and Waste.....	5
	Housing Evaluation Framework .....	6
	Strategic Planning Policy Statement (SPPS) .....	7
	Northern Ireland Waste Management Strategy ‘Delivering Resources Efficiently (2013) .....	8
	arc21 Waste Management Plan (2015) .....	8
	arc21 Draft Addendum to The Waste Management Plan (2024) .....	9
	Planning Policy Statement 11 (PPS 11) Planning and Waste Management .....	10
3.0	Local Policy Context .....	10
	Extant Area Plans .....	10
	Ards and Down Area Plan 2015 .....	11
4.0	Ards And North Down Borough Council Plans and Strategies.....	11
	Ards and North Down Corporate Plan 2024-2028 A Sustainable Borough .....	11
	The Big Plan for Ards and North Down 2017-2032 (The Community Plan).....	12
	The Integrated Strategy for Tourism, Regeneration and Economic Development 2018-2030 .....	12
5.0	Waste Management Profile .....	13
	Textile Recycling.....	13
6.0	Waste Management Statistics .....	15
7.0	Preferred Options Paper (POP).....	19
	POP Representations .....	20
8.0	Consultee and Councillor Engagement.....	20
	Development Management Team .....	21
	Sustainability Appraisal (SA) .....	22
9.0	Draft Plan Strategy Approach .....	22
	Waste Management Strategy .....	23
10.0	Cross Boundary Policy Context .....	23
11.0	Soundness .....	26

## 1.0 Introduction

### Purpose of this document

- 1.1 This technical supplement is one of a suite of topic-based documents detailing the evidence base used to inform the preparation of the Ards and North Down Local Development Plan (LDP) draft Plan Strategy (DPS) 2032. This suite of documents should be read alongside the policies contained within the DPS in order to understand the rationale and justification for each policy.
- 1.2 In May 2019, the Council launched the Preferred Options Paper (POP), the first of three public consultation documents which will be issued through the LDP process. The POP outlined the vision and strategic objectives of the plan based upon the baseline information detailed in a suite of position papers. The technical supplements, which complement the DPS, will build upon the baseline information gathered in the position papers and show how this has been progressed through the LDP process to formulate the DPS.

### Planning and Waste

- 1.3 Waste management is essential for the health and well-being of society and our quality of life. The waste management industry is an important provider of jobs and investment across the region, with the potential to support future business development, investment and employment.
- 1.4 The LDP must ensure the provision of waste facilities and infrastructure, therefore, making a valuable contribution towards sustainable development, whilst also supporting wider government policy focused on the sustainable management of waste and a move towards resource efficiency.

## 2.0 Regional Policy Context

### Programme for Government (PfG) 2024-2027

- 2.1 The Programme for Government (PfG) Framework 2024-2027 was officially agreed on the 27 February 2025. It sets out nine core priorities aimed at addressing immediate needs and laying the groundwork for transformative progress. Growing a globally competitive and sustainable economy is one of the core priorities, as is Protecting Lough Neagh and the Environment. The Planning (NI) Act 2011 specifically requires the Local Development Plan (LDP) to take account of the PfG and LDPs are a key delivery tool for the

achievement of a number of outcomes of the programme. The Programme for Government states that, “We will publish a Circular Economy Strategy with responsible production and consumption at its core. The Strategy will have three key principles of designing out waste, keeping products in circulation at their highest value for as long as possible and regenerating natural systems”.

‘Everyone’s Involved’ — NI Executive Sustainable Development Strategy (2021)

- 2.2 The Northern Ireland (NI) Executive launched the Sustainable Development Strategy (SDS) ‘Everyone’s Involved’, on 27 May 2010, reissued on 20 July 2021.
- 2.3 This document is the current regional strategic framework guiding sustainable development. It encourages integration of economic, social and environmental goals into policy across all Northern Ireland government departments and district councils, primarily through the Programme for Government.
- 2.4 The strategy has been designed to provide a framework that can support and inform the decisions and actions taken by individuals, groups and organisations in progressing the sustainability agenda.
- 2.5 The SDS contains six Priority Areas for Action, ‘Priority Area 4’ is particularly key for Mineral Development policy, stating, “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”.
- 2.6 Strategic objective 4.7 is to reduce the total quantity of waste going to landfill.

Regional Development Strategy 2035 (RDS)<sup>1</sup>

- 2.7 The Regional Development Strategy (RDS) provides an overarching strategic planning framework to facilitate and guide the public and private sectors. It is not limited to land use but recognises that policies for physical development have far reaching implications. The RDS addresses economic, social and environmental issues aimed at achieving sustainable development and social cohesion. The Local Development Plan must take account of the RDS.

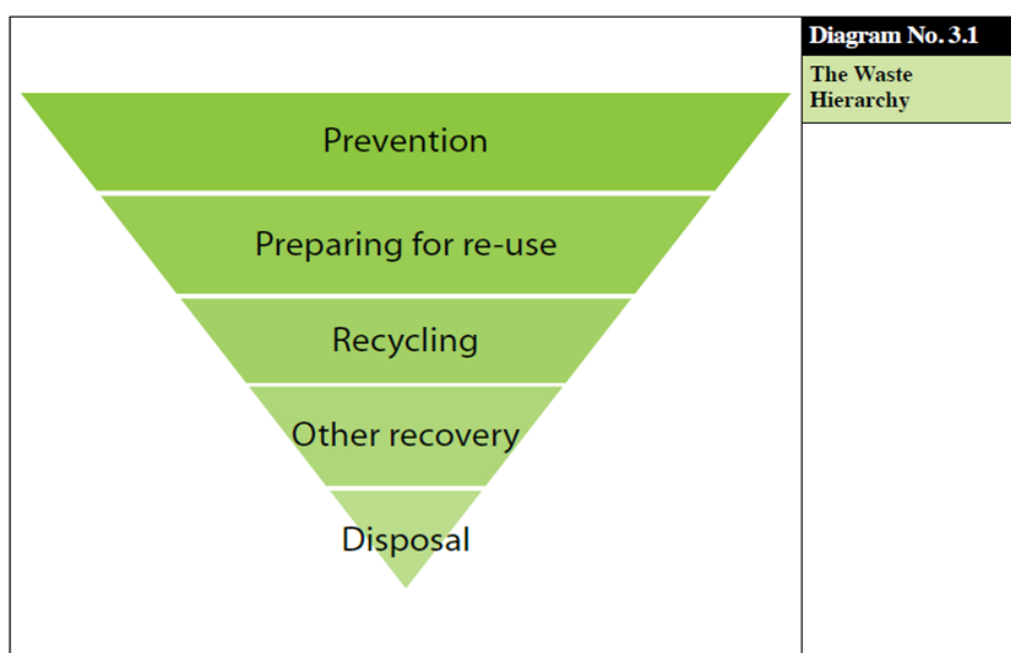
---

<sup>1</sup> <https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/regional-development-strategy-2035.pdf>

### The RDS and Waste

- 2.8 Regional guidance RG10 is to manage our waste sustainably. The RDS states that, 'Managing waste is a significant part of how we treat our environment. If waste is not managed safely then it can become a serious threat to public health and cause damage to the environment as well as being a local nuisance.'
- 2.9 The EU Waste Framework Directive (2008/98/EC) has been retained in UK law to regulate waste prevention, recycling and the establishment of waste management plans. In Northern Ireland it informs the 2019 Waste Management Plan for NI. It introduced a 5-step waste hierarchy (see Figure 1). The waste hierarchy aims to encourage the management of waste materials in order to reduce the amount of waste materials produced and to recover maximum value from the wastes that are produced. It is not applied as a strict hierarchy, however, as a guide, it encourages the prevention of waste, followed by the reuse and refurbishment of goods, then 'value recovery' through recycling and composting. The next option is 'other recovery', including energy recovery, which is an important level in the hierarchy as many materials have significant embedded energy that can be recovered.
- 2.10 Waste prevention, reuse, recycling and recovery are collectively defined by the Organisation for Economic Co-operation and Development (OECD) as 'waste minimisation'. Finally, waste disposal should only be used when no option further up the hierarchy is possible. The less waste we introduce into the waste stream, the less harm we inflict on our environment.

Figure 1: The Waste Management Hierarchy (Source: RDS 2035<sup>2</sup>)



- 2.11 Applying the 'proximity principle' emphasises the need to treat or dispose of waste as close as practicable to the point of generation to minimise the environmental impacts of waste transport.

#### Housing Evaluation Framework

- 2.12 The Broad Evaluation Framework (see Figure 2) is set out in the RDS to assist with judgements on the allocation of housing growth in a Local Development Plan. As can be seen, the location and capacity of physical utilities and infrastructure in respect of water, sewage and waste is key to identifying future housing land.

<sup>2</sup> <https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/regional-development-strategy-2035.pdf>, page 48

Figure 2: Housing Evaluation Framework

Resource Test	Studies should be carried out to assess and detail the existence of community assets and physical infrastructure, such as, water, waste and sewage, including spare capacity.
Environmental Capacity Test	An assessment of the environmental assets of the settlement, the potential of flooding from rivers, the sea or surface water run-off and its potential to accommodate future outward growth without significant environmental degradations, should be made.
Transport Test	Studies should be carried out to assess the potential for integrating land use and public transport and walking and cycling routes, to help reduce reliance on the car.
Economic Development Test	The potential to facilitate an appropriate housing and jobs balance and to unlock any major strategic development opportunities, should be assessed and detailed.
Urban and Rural Character Test	Assessment should be made of the potential to maintain a sense of place, and to integrate new development in way that does not detract from the character and identity of the settlement.
Community Services Test	The potential to underpin and, where necessary, reinforce the community service role and function of the settlement should be assessed and detailed.

Source: RDS 2035

### [Strategic Planning Policy Statement \(SPPS\)<sup>3</sup>](#)

- 2.13 The Strategic Planning Policy Statement (SPPS) was published by the Department of the Environment (DOE) in September 2015. The provisions of the SPPS must be taken into account in the preparation of Local Development Plans and are also material to all decisions on individual planning applications and appeals.
- 2.14 The aim of the SPPS in relation to waste management is to support wider government policy focused on the sustainable management of waste, and a move towards resource efficiency. The Regional strategic objectives for waste management are to:

<sup>3</sup> <https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/SPPS.pdf>

- Promote development of waste management and recycling facilities in appropriate locations;
- Ensure that detrimental effects on people, the environment, and local amenity associated with waste management facilities (e.g., pollution) are avoided or minimised; and
- Secure appropriate restoration of proposed waste management sites for agreed after-uses.

#### Northern Ireland Waste Management Strategy 'Delivering Resources Efficiently (2013)

- 2.15 The Northern Ireland Waste Management strategy sets the policy framework for the management of waste in Northern Ireland and contains actions and targets to meet EU Directive requirements and the Departments Programme for Government Commitments. The 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.

#### [arc21 Waste Management Plan \(2015\)<sup>4</sup>](#)

- 2.16 arc21 is an umbrella waste management group in Northern Ireland representing six councils on the eastern coast. arc21 works on behalf of its partner councils to guide, support and help them deliver their statutory waste management obligations, drive forward innovative waste management programmes, including developing infrastructure, and address greater circularity of resources. The waste management plan takes account of the Northern Ireland Waste Management Strategy.
- 2.17 The Plan provides a framework for waste management provision and a regional network of facilities for all controlled wastes within the arc21 Region. It establishes the overall need for waste management capacity and details the proposed arrangements to deal with the wastes produced in a sustainable manner.
- 2.18 The arc21 Management Plan explores the legislative context, analyses further opportunities to promote waste prevention, and deals with municipal and non-municipal controlled waste streams arising in the arc21 Region.

---

<sup>4</sup> arc21 Waste Management Plan, September 2015:  
[www.arc21.org.uk/download/files/arc21%20Waste%20Management%20Plan%20Sep15.pdf](http://www.arc21.org.uk/download/files/arc21%20Waste%20Management%20Plan%20Sep15.pdf)



2.19 It includes arisings and options for Local Authority Collected Municipal Waste (LACMW), Commercial and Industrial Waste (C&I), Packaging Waste, Hazardous Waste, Construction, Demolition and Excavation Waste, Agricultural Waste, Priority and Other Waste Streams.

2.20 Future requirements in terms of the treatment and disposal of wastes within the arc21 Region are identified as is site selection criteria to identify areas of search for the appropriate location of future facilities.

[arc21 Draft Addendum to The Waste Management Plan \(2024\)](#)<sup>5</sup>

2.21 arc21 has published and consulted on a Draft Addendum to the Waste Management Plan. Waste management is continually evolving, and the addendum was drafted to reflect changes and up-to-date waste legislation and regulations; provide detail on current performance and waste arising's; and identify and analyse information on relevant policies and procedures.

2.22 Changes included the EU Circular Economy Package 2020 (adopted in 2018), which consists of a set of measures aimed at reducing waste generation, promoting recycling and reuse, and encouraging the efficient use of resources throughout the entire lifecycle of products. Extended Producer Responsibility (EPR) for packaging is a policy approach which places the financial cost of managing the disposal of products once they reach end of life on producers and is expected to come in to force in 2025. It will play a key role in Department for Agriculture, Environment and Rural Affairs (DAERA) goals to protect the climate, drive green growth and drive down unnecessary waste.

2.23 The Draft Environment Strategy for Northern Ireland was approved by the Minister in March 2022 and is still awaiting finalisation by the Northern Ireland Executive. It is hoped that the Strategy will form the basis for a coherent and effective set of interventions that can deliver real improvements in the quality of the environment and thereby improve the health and well-being of all who live and work here.

2.24 Other changes include, the Climate Change Act (Northern Ireland) 2022, a significant piece of legislation aimed at addressing climate change within Northern Ireland and includes setting targets for a reduction in net zero greenhouse gas (GHG) emissions by 2050, sectoral targets of at least 80% of electricity consumption from renewable sources (DfE), 70% of waste recycled

---

<sup>5</sup> arc21 Addendum to the Waste Management Plan, RPS, 26 July 2024:  
[www.arc21.org.uk/download/files/IBR1437%20Draft%20Addendum%20to%20the%20Waste%20Management%20Plan%20arc21%20for%20Consultation.pdf](http://www.arc21.org.uk/download/files/IBR1437%20Draft%20Addendum%20to%20the%20Waste%20Management%20Plan%20arc21%20for%20Consultation.pdf)

(DAERA), and a minimum spend of 10% of overall transport budgets on active travel (DfI).

#### Planning Policy Statement 11 (PPS 11) Planning and Waste Management<sup>6</sup>

- 2.25 Planning Policy Statement 11: Planning and Waste Management (PPS 11) sets out operational planning policy for waste management. A key aim of PPS 11 is to play a supporting role to ensure a co-ordinated approach in the move towards sustainable waste management and away from waste disposal as required by the relevant EC Directive targets.
- 2.26 The main objectives of this Planning Policy Statement are to:
- Promote the development, in appropriate locations, of waste management facilities that meet need as identified by the relevant Waste Management Plan (WMP), or as demonstrated to the Department's satisfaction in the case of Waste Water Treatment Works (WWTWs);
  - Ensure that detrimental effects on people, the environment and local amenity associated with waste management facilities are avoided or minimised; and
  - Secure appropriate restoration of proposed waste management sites for agreed after-uses.
- 2.27 There are specific requirements in respect of polluting and potentially polluting uses, and special or hazardous wastes. The Control of Major Accident Hazards (COMAH) Directive (EU Directive 96/82/EC) came into force on 3 February 1999 and requires development plans to consider the location of hazardous installations. Development plans must consider the need to maintain an appropriate distance between establishments where hazardous substances are present and residential areas, areas of public use or areas of nature conservation interest. There are two COMAH sites within the Borough, at Craigantlet Quarry and at Holywood near the boundary with Belfast City Council. Supplementary planning guidance is contained in Development Control Advice Note 12 (DCAN 12): Planning Controls for Hazardous Substances.

## 3.0 Local Policy Context

### Extant Area Plans

- 3.1 The existing area plans that apply to Ards and North Down Borough Council area are:

---

<sup>6</sup> <https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/PPS11%20Waste%20Management.pdf>

- North Down and Ards Area Plan 1984-1995 (NDAAP);
- Belfast Urban Area Plan; and
- Draft Belfast Metropolitan Area Plan 2015 (dBMAP).

3.2 It should be noted that BMAP was adopted in September 2014 but was subsequently quashed as a result of a judgment in the Court of Appeal delivered on 18 May 2017.

3.3 As a consequence of this, the North Down and Ards Area Plan 1984-1995, the Belfast Urban Area Plan and Bangor Town Centre Plan 1995 are now the statutory Development Plans for the North Down area with draft BMAP remaining a material consideration.

3.4 These plans remain extant until replaced by the new Local Development Plan (LDP) for the Borough. The existing plans are an important consideration in the LDP process, as they provide a starting point for the review of our spatial planning options.

3.5 Within the draft Belfast Metropolitan Area Plan there is a section on Public Services and Utilities (Part 3 Volume 1), it comprises of the following elements:

- To facilitate the delivery of the infrastructure requirements of the Plan Area throughout the Plan Period; and
- To highlight infrastructure constraints and requirements, as appropriate, within key site requirements.

#### [Ards and Down Area Plan 2015](#)

3.6 ADAP recognises that although the provision of public services and utilities within the plan areas is primarily the responsibility of a number of government departments and agencies, the Council and statutory bodies, the role of the private sector is becoming more important. The Plan recognises the main services are water and sewerage, drainage, waste disposal, cemeteries, electricity, telecommunications and natural gas but does not offer any specific provision for their development.

## 4.0 [Ards And North Down Borough Council Plans and Strategies](#)

### [Ards and North Down Corporate Plan 2024-2028 A Sustainable Borough](#)

4.1 The priorities of the Corporate Plan are closely aligned to those within the [Big Plan](#), and set out a long-term vision for Council, local organisations and communities to work towards. The delivery of the Corporate Plan seeks to

achieve better outcomes for all the people of our Borough, towards the longer-term vision outlined in the [Big Plan](#).

- 4.2 The core of this new Corporate Plan is the vision of a sustainable Borough where environmental, social and economic wellbeing are interdependent. The three priorities of the plan are increased economic growth, attracting more businesses and jobs, reduced carbon emissions as we transition to net zero and improved wellbeing through social inclusion and reduced inequality.

[The Big Plan for Ards and North Down 2017-2032 \(The Community Plan\)](#)<sup>7</sup>

- 4.3 The Big Plan provides an overarching framework setting out a shared vision and ambition that Ards and North Down's Strategic Community Planning Partnership has agreed to work towards over the next 15 years.
- 4.4 The vision outlined in the Plan states the ambition of the Big Plan is, 'To have empowered, resilient individuals and communities; to reduce inequality; to promote good relations and sustainability; and to improve the accessibility of all public services.'
- 4.5 The Big Plan contains five outcomes that the Plan hopes will reflect the position of the Borough by 2032. The following are of relevance to this technical supplement. All people in Ards and North Down benefit from:
- Outcome 2: Being equipped to enjoy good health and wellbeing;
  - Outcome 4: A prosperous and inclusive economy; and
  - Outcome 5: An environment that is valued, well-managed and accessible.
- 4.6 The Local Government Act 2014, through an amendment to Section 8 of the Planning Act (Northern Ireland) 2011, introduced a statutory requirement that the preparation of the Local Development Plan (LDP) must take account of the Community Plan. The Big Plan will work in tandem with the LDP providing the spatial framework to achieve the shared vision for the Borough.

[The Integrated Strategy for Tourism, Regeneration and Economic Development 2018-2030](#)

- 4.7 The Integrated Strategy presents a vision for the pursuit of prosperity in the Borough of Ards and North Down. The vision of the strategy is translated into tangible actions one of which is to 'nurture our assets'. This includes working to reduce the negative impact of our actions on the environment which have local, as well as global, implications. The Strategy proposes, 'An ambitious programme to reduce carbon emissions at the local level,

---

<sup>7</sup> <https://www.ardsandnorthdown.gov.uk/about-the-council/corporate-plan-2020-24>

contributing to wider regional and national efforts. This will involve the identification and implementation of measures that can demonstrably lower emissions within the Borough.’ Target areas are likely to include switching to renewable energy sources, where possible.

## 5.0 Waste Management Profile

- 5.1 Recycling and composting is also the responsibility of the Council, this is facilitated through the provision of domestic recycle bins, bottle banks and civic amenity sites throughout the Borough. The household recycling centres are shown in Table 1.

Table 1: Household Recycling Centres

<b>Bangor</b>	Balloo Avenue, Bangor
<b>Comber</b>	31 Ballygowan Road, Comber
<b>Holywood</b>	Sullivan Close, Holywood
<b>Kircubbin</b>	Parsonage Road, Kircubbin
<b>Ballygowan</b>	Moss Road, Ballygowan
<b>Donaghadee</b>	Railway Street, Donaghadee
<b>Millisle</b>	Moss Road, Millisle
<b>Newtownards</b>	Quarry Heights, Newtownards Road, Newtownards
<b>Portaferry</b>	Coach Road, Portaferry

- 5.2 The Council also provides glass ‘bring’ facilities at seven stand-alone sites within the Borough at all nine of Council's Household Recycling Centres (HRC) plus seven standalone sites in the following publicly accessible locations:

- Anchor Car Park, Springfield Road, Portavogie;
- Bangor Sportsplex;
- Comber Community Centre, Park Way;
- Crawfordsburn Glen, Cootehall Road;
- Groomsport Harbour;
- Killinchy Community Centre, Beechvale Road; and
- Village Hall, Newtownards Road, Greyabbey.

### Textile Recycling

- 5.3. Textile 'Bring' facilities (textile banks) are available at all nine of the Council's HRC plus six standalone sites in the following publicly accessible locations:

- Bangor Sportsplex;
- Banks Lane;

- Greyabbey Community Centre;
- Portavogie (Anchor Car Park); and
- Groomsport Harbour.

5.4. Bring sites are also situated on private land throughout the Borough. Map 1 indicates the location of these as of July 2023.

Map 1: Location of HRC's and Bring sites within the Borough



This is based upon Crown Copyright and is reproduced with the permission of Land & Property Services under delegated authority from the Controller of Her Majesty's Stationery Office, ©Crown copyright and database right 2022 CS&LA 156

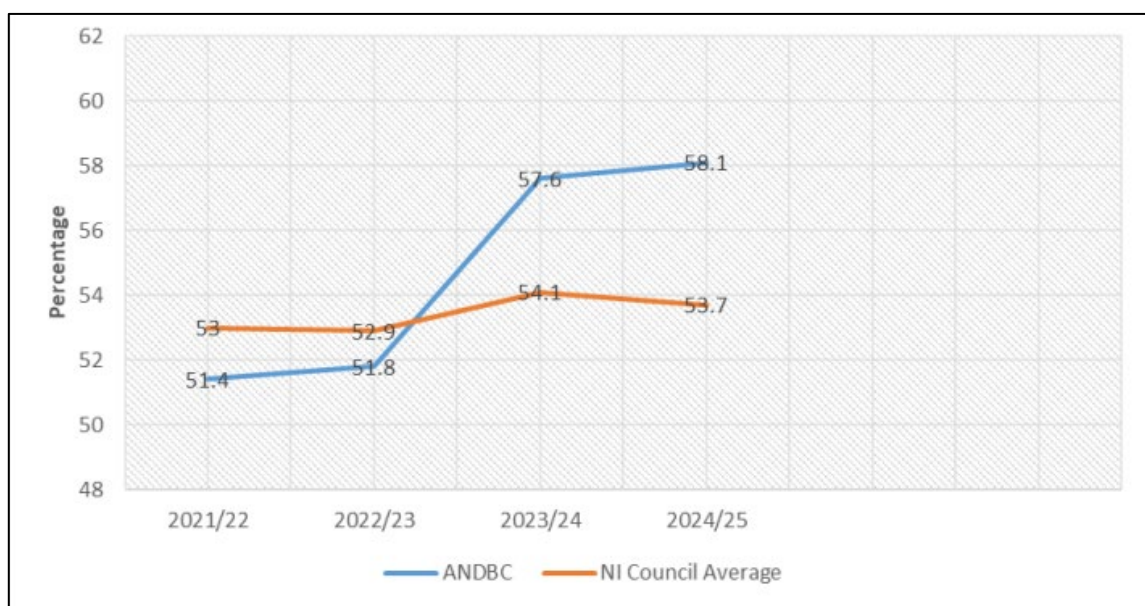


## 6.0 Waste Management Statistics

6.1 Information regarding waste in Ards and North Down is presented in the tables and bullets to follow:

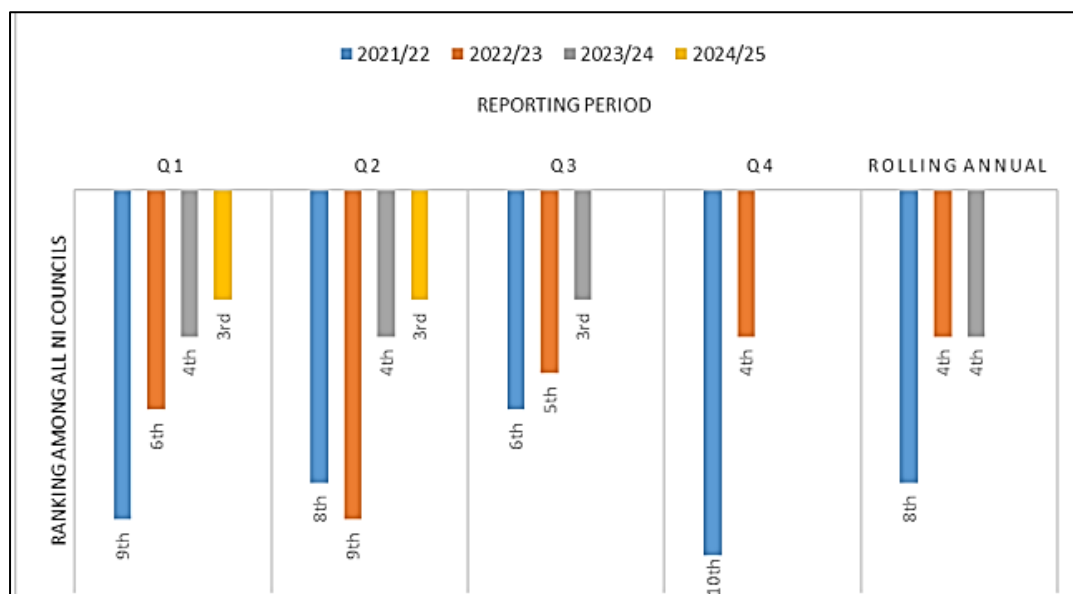
- In 2024-2025, the Borough household waste recycling rate increased by 6.7% against the same quarter in the 2021-22 baseline reporting year, compared to a NI Council average increase of just 0.7% (Figure 3);
- The Borough's household waste recycling rate increased by a further 0.5% compared to Q2 last year, from 57.6% to 58.1%. The NI Council average decreased by 0.4% (Figure 3);
- The Borough's household waste recycling rate of 58.1% was 4.4% higher than the NI average of 53.7% (Figure 3);

Figure 3: Household Waste Recycling Rate Trends, Ards and North Down



- Ards and North Down was ranked third out of the eleven NI Councils for the household waste recycling rate in Q2 of 2024-25 (Figure 4);

Figure 4: Ards and North Down Borough Council Performance Ranking -Household Recycling Rate 2021/22-2024/25



- Household waste composting rate fell slightly by 0.3% - from 38.4% to 38.1% between the same quarter between 2023-24 and 2024-25 (Table 2);
- Household waste dry recycling rate rose by 0.8% - from 18.7% to 19.5% between the same quarter between 2023-24 and 2024-25 (Table 2);
- Household waste dry recycling rate (i.e. recycling of items other than organic food and garden waste) of 19.5% recycling rate was 2.7% lower than the N.I. average of 22.2% (Table 2);



Table 2: Northern Ireland Local Authority Collected Municipal Waste Management Statistics

	2021-22	2022-23	2023-24	2024-25	Change on Previous Yr
<b>Household Waste Recycling Rate</b>	51.4%	51.8%	57.6%	58.1%	↑ 0.5%
<b>Recycling Rate Ranking</b>	9th	6th	4th	3rd	→ Same
<b>Composting Rate</b>	32.7%	33.2%	38.4%	38.1%	↓ 0.3%
<b>Dry Recycling Rate</b>	18.2%	18.3%	18.7%	19.5%	↑ 0.8%
<b>Total HRC Waste</b>	8602T	7675T	6995T	5971T	↓ 14.6%
<b>HRC Residual/Landfill Waste Received</b>	2998T	2527T	2035T	1445T	↓ 29%
<b>HRC Recycling Waste Received</b>	5604T	5148T	4960T	4526T	↓ 8.8%
<b>Proportion of HRC Waste Received for Recycling</b>	65%	67%	71%	75.8%	↑ 4.8%
<b>Total Kerbside Waste</b>	15596T	14443T	14812T	15666T	↑ 5.8%
<b>Kerbside Residual Waste Received</b>	6956T	6366T	5747T	6136T	↑ 6.8%
<b>Kerbside Recycling Waste Received</b>	8640T	8077T	9065T	9530T	↑ 5.1%
<b>Proportion of Kerbside Waste Received for Recycling</b>	55.4%	56%	61.2%	60.8%	↓ 0.4%

Source: Ards and North Down Council

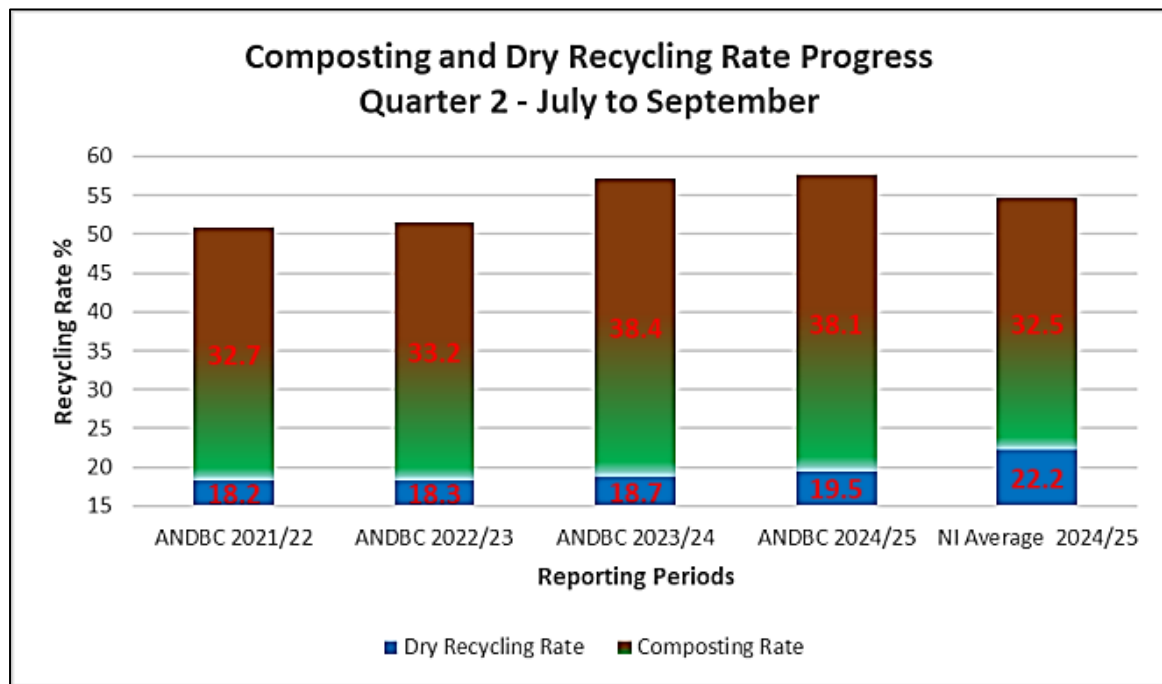
- Kerbside recycling had a capture rate of 79.3% for household compostable waste materials compared to a NI Council average of 71.8% (Table 3);
- The Borough's lowest kerbside capture rate for recyclable materials was for mixed plastics, at 21.4% (Table 3);

Table 3: Kerbside Capture Rate for Recyclable Waste Types- July to September 2024

<b>Recyclable Material</b>	<b>Kerbside Capture Rate for Recycling %</b>	<b>NI Average Kerbside Capture Rate for Recycling %</b>
Glass	63.8	49.6
Paper & Card	59.4	53.2
Mixed Metals	32.7	31
Mixed Plastics	21.4	22.5
Organic/Compostables	79.3	71.8

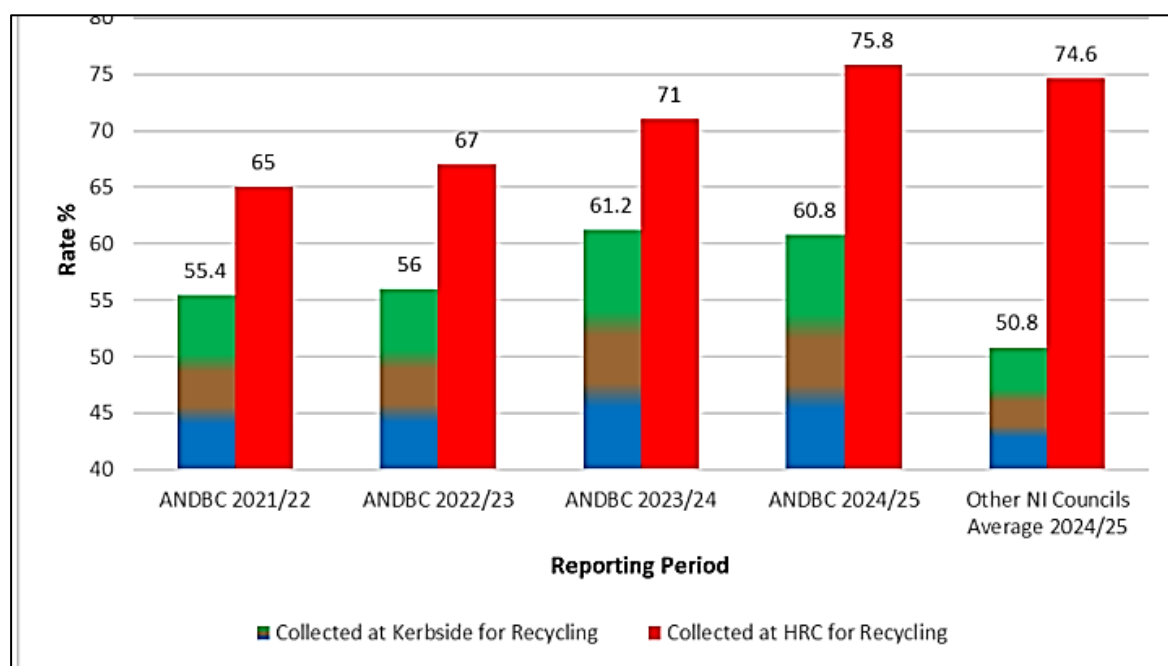
- Household waste composting rate of 38.1% was 6.8% higher than the NI average of 31.3% (Figure 5);

Figure 5: Composting and Dry Recycling Rate Progress 2021/22-2024/25



- The Borough received 7.2% less waste per capita at our HRCs compared to the average for other NI Councils, compared to 17.4% more during the same period the previous year (Figure 6);
- The proportion of waste collected at our HRC sites for recycling was more than the average for other councils – 75.8%, compared to an average rate of 74.6% for other councils (Figure 6);
- The Borough collected 12.6% more waste per capita from homes through our kerbside bin collection services compared to the average for other councils (Figure 6);
- The proportion of waste collected for recycling through our kerbside bin collection system was significantly higher than the average for other councils – 60.8%, compared to an average of 50.8% for other councils (Figure 6);

Figure 6: Amount of Waste Collected at Kerbside and HRCs for Recycling –Quarter 2 July to September



## 7.0 Preferred Options Paper (POP)

- 7.1 The Council's Preferred Options Paper, (POP) published in 2019 was the first formal stage in the preparation of the LDP for the Borough. It was designed to promote debate in relation to key strategic planning issues arising in the area. The POP identified 42 key planning issues and examined options for addressing these issues. In each case, a preferred option was highlighted and the rationale for selection of this option was given.
- 7.2 The POP also includes a review of the existing operational planning policies, largely contained within the suite of Planning Policy Statements. This review stimulated public debate on whether the existing policies are still suitable or whether a different approach would be more appropriate to meet local circumstances.
- 7.3 Following a minor revision to the online version of the POP, the 12 week consultation period was relaunched and therefore the total consultation period from the official launch was 19 weeks.

## POP Representations

### Key Issue 15 – Facilitating Sustainable Waste Management

- 7.4 The preferred option is 15a: Identify and safeguard appropriate lands to meet the anticipated needs of the Borough in relation to waste management facilities (including recycling and WWTWs). Complementary policy in relation to waste management proposals on un-zoned sites will be introduced.
- 7.5 This approach will encourage the reuse of and refurbishment of goods, then value recovery through recycling and composting. It also takes into account the 'proximity principle'. The treatment or disposal of waste in reasonable proximity to their point of generation aims to minimise the environmental impact and cost of waste transport, thus a move towards more sustainable development.
- 7.6 Complementary policy in relation to waste management proposals on un-zoned sites will be introduced. Option 15b: Adopt a policy-based approach to determine proposals for waste management facilities on an ad hoc basis. This option allows the Council to identify and safeguard lands to facilitate waste management facilities where evidenced. It also allows for complementary policy in respect of proposals coming forward that are not identified in the Plan, e.g., infilling of land with inert material etc.
- 7.7 Of those who responded to the relevant questions in the POP questionnaire, 58.33% felt that this an appropriate response to dealing with elements of waste management.
- 7.8 For further details on the POP consultation, please see the Preferred Options Paper Consultation Report.

## 8.0 Consultee and Councillor Engagement

- 8.1 In order to meet the requirements of the Planning Act relating to the need for the Plan Strategy to take account of the RDS, other policy and guidance issued by the Department and other relevant government strategies and plans, the Council has engaged key consultees representing relevant central government departments and agencies.
- 8.2 The DFI Planning response to the POP was largely positive, with the following key point raised:

- Key Issue 15: The Department would welcome further consideration of regional direction as set in para 6.313 of the SPPS when developing sustainable waste policies.

8.3 Other comments of note from statutory consultees are referenced below:

- DFI Rivers reiterates that utilities, cemetery and waste development should not be considered in areas which are at risk from flooding and any new development has the potential to increase flood risk;
- Natural Environment Division suggest the consideration and location of Public Utility proposals should be informed by an up-to-date Landscape Character Assessment. The potential impact on designated natural heritage sites and wider biodiversity must also be considered;
- Waste Management Regulation Unit agrees with the preferred option and agree that 'Best Practicable Environmental Option' (BPEO) should no longer be a material consideration in the planning process; and
- DAERA supports the approach for facilitating sustainable waste management.

8.4 Representatives from relevant Council departments have also been engaged to ensure that due account has been taken of Council's Community Plan, as well as other Council strategies and initiatives. Officers from the LDP team have taken part in a series of Community Plan Thematic Group meetings and engagement events. Furthermore, members of the Community Plan team have also attended LDP workshops and sustainability appraisal meetings and a meeting was also held with Arc21 on 10<sup>th</sup> June 2022.

8.5 The Planning Act requires the Plan Strategy to be adopted by resolution of the Council, following approval by the Department for Infrastructure (DfI). Accordingly, Elected Members have also been engaged in the development of the draft Plan Strategy, to ensure that the document is generally aligned with Council's strategic priorities. This engagement was facilitated through two separate workshops – one delivered in person and the other two delivered remotely due to COVID-19. The first workshop on 20 March 2018 introduced public utilities and waste and the links to the planning system and the LDP. The second event was centred around policy development and took place on 15 October 2019. Associated topic papers were produced for members to consider in respect of all of these events.

#### Development Management Team

8.6 The members of the Development Management Planning team were of the opinion that the existing policies contained within PPS 11 Waste Management were largely operating well and performing well. Minor

amendments were suggested to clarify the accompanying Justification and Amplification.

#### Sustainability Appraisal (SA)

- 8.7 The formal Sustainability Appraisal process was undertaken by the LDP team and Shared Environmental Services (SES) in March and April 2024. The Councils preferred policies and proposals were appraised against reasonable alternatives. The process proved useful in further refining policies in relation to sustainability objectives.
- 8.8 Post Sustainability Appraisal (SA), a number of amendments to policy were made and brought before Planning Committee for agreement in 2024, with final approval secured at a Special Planning Committee meeting held on 20 January 2025 and ratified at the full Council meeting on 29 January 2025.
- 8.9 The policy for waste management is required by the SPPS, the preferred option meets the requirements of the SPPS Objectives and Regional Strategic Policy. The Council is one of the six councils within arc21 Waste Management Plan.
- 8.10 Alternative approaches to facilitating sustainable waste management were considered in the POP and two strategic options were appraised under Key Issue 15 in the Interim SA. The Interim SA found Option A “identify and safeguard appropriate lands to meet the anticipated needs of the Borough in relation to waste management facilities (including recycling and WWTWs). Complementary policy in relation to waste management proposals on un-zoned sites will be introduced” to be the most sustainable Option. No reasonable alternatives have been identified. This will be reviewed at LPP stage.

#### 9.0 Draft Plan Strategy Approach

- 9.1 The fundamental approach of the draft Plan Strategy is to support the aims and objectives of the RDS and the SPPS by providing a strategic policy framework that focuses on the sustainable management of waste.
- 9.2 The draft Plan Strategy has been informed by the POP responses and all of the other methods of engagement that are described previously.

## Waste Management Strategy

9.3 To promote waste reduction within the Borough, promoting the development of waste management facilities in appropriate locations, that meet identified need in the Waste Management Plan (WMP) or need demonstrated to the Council's satisfaction and to also ensure that potential detrimental effects on people, the environment, landscape, seascape and local amenity associated with waste management facilities are avoided or minimised, and that sites are restored to a satisfactory after use at the end of their life. This will be achieved by:

- Identifying land for waste management infrastructure as part of the Local Policies Plan where waste management provision is necessary;
- Supporting the LDPs Climate Change Policy (CC 1), to maximise recycling and waste reduction contributing to the requirement for Northern Ireland to reduce waste by 70%, as contained within the Climate Change Act (Northern Ireland) 2022; and
- The application of the operational policy for waste management, including the requirement for appropriate restoration of proposed waste management sites for agreed after-uses.

9.4 The Waste Management policies have been updated and the policy approach as contained in PPS 11 has been continued. The evidence informing these policies is largely derived from the regional direction set out in the RDS, SPPS and PPS 11 referred to in paragraphs 2.9, 2.14 and 2.26 of this paper. Amendments to these policies have also taken account of any points raised through the POP consultation responses, as well as through engagement with Council and Elected Members.

9.5 Operational Policies are as follows:

- Policy WM 1 Environmental Impact of a Waste Management Facility;
- Policy WM 2 Waste Collection and Treatment Facilities;
- Policy WM 3 Waste Disposal;
- Policy WM 4 Development in the vicinity of Waste Management Facilities; and
- Policy WM 5 Land Improvement.

## 10.0 Cross Boundary Policy Context

10.1 The Council has engaged with each neighbouring Council's POP consultation, as well as the dPS consultations of Belfast City Council and Lisburn and Castlereagh City Council.

- 10.2 Professional officers from the LDP team also took part in a number of cross council forums including the Metropolitan Spatial Working Group and the Development Plan Working Group.
- 10.3 Most recently, online engagement on the Council's draft Plan Strategy was held with the three neighbouring councils in March 2025. This included discussion around the proposed growth strategy, strategic housing and employment land allocation, settlement hierarchy, strategic approach to climate change and mitigation, alongside operational policies. This included the identification of specific cross-boundary issues.
- 10.4 In developing our waste management policies, account has been taken of the local policy context as it relates to the emerging LDP's of our three neighbouring councils:
- Belfast City Council;
  - Lisburn and Castlereagh City Council; and
  - Newry Mourne and Down District Council.

Table 4: Cross Boundary Context

Neighbouring Council	Position
<b>Newry, Mourne and Down District Council (NMDDC)</b>	<p>NMDDC launched their draft Plan Strategy on the 27 June 2025.</p> <p>The LDP Waste Management Strategy supports the development of sustainable waste management, recycling and disposal facilities in appropriate locations as part of the wider Council Strategy to reduce, reuse and recycle the district's waste. One of the corporate priorities of the Corporate Plan 2024- 2027 is to enhance, protect and promote the environment. This is taken forward as a strategic objective to promote and enhance the environment to secure a sustainable future. It highlights that progress on the district's recycling rate will be a key measurement in assessing progress against the objective. In delivering a sustainable environment the Community Plan also identifies the district's waste recycling rate as an important measurement tool. The LDP recognises that waste has the potential to have an adverse impact on our</p>



	<p>environment, so its sustainable management is vital to ensure the health and wellbeing of society and to improve quality of life.</p> <p>The DPS contains a Strategic Policy WMS1 Waste Management and planning policies contained within the DPS are as follows:</p> <ul style="list-style-type: none"> <li>• Policy WM1 Waste Management Development;</li> <li>• Policy WM2 Waste Collection and Treatment Facilities;</li> <li>• Policy WM3 Waste Disposal;</li> <li>• Policy WM4 Land Improvement; and</li> <li>• Policy WM5 Development in the Vicinity of Waste Management Facilities.</li> </ul>
<p><b>Lisburn and Castlereagh City Council (LCCC)</b></p>	<p>LCCC submitted its Local Development Plan (LDP) 2032 draft Plan Strategy (DPS) to the Department for Infrastructure (DFI) on 22nd March 2021. Independent examination by the Planning Appeals Commission (PAC) was conducted in April and May 2022 and DfI issued a Direction on 28 June 2023 directing the Council to adopt the DPS with the modifications specified in the Direction.</p> <p><b>Strategic Policy 23 – Waste Management</b></p> <p>The Plan will support development proposals that:</p> <ol style="list-style-type: none"> <li>a) Facilitate the delivery of appropriate waste management infrastructure in the most appropriate locations paying due regard to the proximity principle and in accordance with the waste hierarchy;</li> <li>b) Employ the most appropriate technology to meet the wide range of environmental targets while ensuring all the appropriate environmental protections are in place;</li> <li>c) Secure appropriate restoration and aftercare of waste management sites.</li> </ol> <p><b>Justification and Amplification</b></p> <p>The strategic policy for waste management has been informed by regional and local policy to ensure that waste management is managed safely so that any detrimental effects on people, the environment, and local amenity including pollution, are avoided or mitigated.</p>

<b>Belfast City Council (BCC)</b>	<p>BCC submitted its Local Development Plan (LDP) draft Plan Strategy (DPS) to the Department for Infrastructure (DFI) on 30 August 2019. Independent examination by the PAC was conducted in November 2020 and the DfI issued a Direction to adopt the Plan Strategy with specified modifications on 2 May 2023.</p> <p>BCC's policy aims for waste management is to facilitate the development of new waste management infrastructures in appropriate locations or the upgrade of existing Prevention Preparing for Reuse Recycling Other Recovery Disposal facilities to increase resource efficiency and enable a shift towards a circular economy, as well as having regard to the proximity principle and the need to ensure that the environment is afforded appropriate protection.</p>
-----------------------------------	---

- 10.5 The Council has engaged with each neighbouring council's POP consultation as well as the DPS consultations of Belfast City Council and Lisburn and Castlereagh City Council.
- 10.6 Professional officers from the LDP team also took part in a number of cross council forums including the Metropolitan Spatial Working Group and the Development Plan Working Group.
- 10.7 In consideration of neighbouring councils development plan documents, it is the opinion of this Council that there is no conflict with our draft Plan Strategy, insofar as it relates to waste management.

## 11.0 Soundness

- 11.1 The LDP has been prepared to meet the tests of soundness as set out in the DfI Development Plan Practice Note 6: Soundness (Version 2, May 2017). The draft Plan Strategy insofar, as it relates to waste subject policies and other relevant policies in the document, is regarded as sound, as it is considered to have met the various tests of soundness as summarised below:

Table 5: Consideration of Soundness

<b>Procedural Tests</b>	
<b>P2</b>	The waste management policies have evolved from the POP, POP Consultation Report and consultee, Development Management and Councillor engagement as described in earlier sections of this document.
<b>P3</b>	The Waste management policies have been subject to a Sustainability Appraisal. Further details are included in the Sustainability Appraisal Report.
<b>Consistency Tests</b>	
<b>C1</b>	The waste management policies have taken account of the RDS in particular RG10 as it relates to the historic environment. Refer to paragraphs 2.8-2.11 of this document.
<b>C2</b>	The waste management policies have taken account of our Community Plan, particularly outcomes 4 and 5. Refer to paragraphs 4.3-4.6 of this document.
<b>C3</b>	The waste management policies have taken account of existing planning policies as contained within the SPPS, in particular paragraphs 6.306 to 6.323 relating to waste management. Regard has also been had to other Central Government documents such as the SDS and the NI WMS, as referred to in paras 2.2-2.6 and of this document. Account has been taken on PPS 11 Planning and Waste Management as detailed in paragraph 2.25.
<b>C4</b>	The waste management policies have taken account of the existing development plans within Ards and North Down, ongoing Council initiatives and the neighbouring council context.
<b>Coherence and Effectiveness Tests</b>	
<b>CE1</b>	

	The waste management policies have taken account of the emerging LDP's of the three neighbouring councils, and it is not considered to be in conflict with them.
<b>CE2</b>	The waste management policies are founded on a robust evidence base which includes the baseline information, waste management Position Paper, the POP and responses to it and subsequent engagement with statutory consultees.
<b>CE3</b>	The monitoring framework within chapter 26 illustrates how waste management will be managed throughout the Borough.
<b>CE4</b>	Waste management policies will be reviewed at Plan Review stage. There will be flexibility at Local Policies stage to take account of any Council site specific waste management requirements.