



North East Lincolnshire

Waste Needs Assessment 2026

**Local Authority Collected Waste Management
Requirements for North East Lincolnshire to 2045**

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Contents

i

1. Introduction	1
Principal Data Sources	1
Advice on Data.....	2
Data Presentation.....	2
2. Assessing LACW Arisings	4
Introduction	4
Definitions	4
Collection & Management Contracts	4
Arisings of LACW in NEL in 2024/25	4
4. NEL LACW forecast	6
Previous NEL Council Forecast	6
Context in NEL	6
National Planning Practice Guidance	6
Historical Pattern of LACW Arising in NEL	7
5. Generating a Forecast for LACW	9
Relating forecasts to waste per person arisings.....	11
Findings	12
Forecast Conclusion	13
6. NEL LACW Future Management Capacity Needs	14
Existing LACW Management Profile	14
Waste Management Targets	14

Table of Tables

Table 1: NEL LACW arisings between 2014/15 and 2024/25 including 5yr growth rates	7
Table 2: Forecast values for NEL LACW arising Scenarios modelled (tpa)	11
Table 3: Waste per person factors implied by the chosen scenarios at 2045 compared to 2024 actual and the percentage change year on year implied (tonnes)	12
Table 4: LACW Management Profile in NEL	14
Table 5: Proposed Targets for LACW Management in NEL	16
Table 6: Future Management Profile for Forecast NEL LACW Arisings	16
Table 7: Cumulative Landfill Requirement in NEL to 2045	17

Table of Figures

Figure 1: Management Profile for NEL LACW 2015/16 – 2024/25 (tonnes)	5
Figure 2: Trend in LACW Arisings in NEL 2014/15 to 2024/25	7
Figure 3: Total LACW arising (bar chart) vs population (orange line) 2014/15 to 2024/25	8
Figure 4: LACW arisings per person in NEL 2014/15 to 2024/25	9
Figure 5: ‘Cone of Possibilities’ for Forecast Plan Area LACW Arisings (2024/25 baseline)	10

Abbreviations

Abbreviation	Term
AD	Anaerobic Digestion
CAGR	Compound Annual Growth Rate
C & I	Commercial & Industrial Waste
C, D & E / CDEW	Construction, Demolition & Excavation Waste
DEFRA	Department for Environment, Food and Rural Affairs
DMR	Dry mixed recyclables
EA	Environment Agency
EfW	Energy from Waste
EWC	European Waste Catalogue
HWRCs	Household Waste Recycling Centres
LACW	Local Authority Collected Waste
MRF	Material Recycling Facility
MWMS	Municipal Waste Management Strategy
NEL	North East Lincolnshire
NELC	North East Lincolnshire Council
ONS	Office for National Statistics
PPG	Planning Practice Guidance
RDF	Refuse Derived Fuel
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WDF	WasteDataFlow
WDI	Waste Data Interrogator
WNA	Waste Need Assessment
WPA	Waste Planning Authority
WTS	Waste Transfer Station

Glossary of Terms

Term	Definition
Anaerobic Digestion	A process to manage organic matter including green waste and food waste broken down by bacteria in the absence of air, producing a gas (biogas) and nutrient rich solid or liquid (digestate). The biogas can be used as a fuel, and digestate can be applied to land as a fertiliser.
Biodegradable waste	Waste that can break down over time due to natural biological action/processes, such as food, garden waste and paper.
Commercial Waste	Waste from factories or premises used for the purpose of trade or business, sport, recreation or entertainment
Construction, Demolition & Excavation Waste	Waste arising from the building process comprising demolition and site clearance waste and builders' waste from the construction/demolition of buildings and infrastructure. Includes masonry, rubble and timber.
Defra	The UK Government department responsible for developing national waste management policy for England.
Energy from Waste	The conversion of the calorific value of waste into energy, normally heat or electricity through applying thermal treatment of some sort. May also include the production of gas that can be used to generate energy.
Environment Agency	The body responsible for the regulation of waste management through issuing permits to control activities that manage waste in England. It provides waste management data and also deals with matters such as water.
European Waste Catalogue (EWC)	Comprehensive listing of wastes divided into 20 chapters, most of which are industry-based, although some are based on materials and processes. Each waste type is assigned a unique six-digit code. Otherwise referred to as List of Waste (LoW).
Green waste	Plant waste from gardens and parks such as grass and hedge trimmings, from domestic and commercial sources suitable for composting as biodegradable.
Hazardous Waste	Waste requiring special management under the Hazardous Waste Regulations 2005 due to posing potential risk to public health or the environment (when improperly treated, stored, transported or disposed). This can be due to the quantity, concentration, or characteristics of the waste.
Household Waste	Waste from households collected through kerbside rounds, bulky items collected from households and waste delivered by householders to household waste recycling centres along with waste from street sweepings, and public litter bins.
Incineration	The controlled combustion of waste. Energy may also be recovered in the form of heat (see Energy from Waste).
Industrial Waste	Waste arising from a factory and premises used for industrial purposes (excluding mines and quarries).
Kerbside Collection	The collection of materials and waste from households, or occasionally industrial and commercial premises.
Landfill (including land raising)	The disposal of waste to land by permanent deposit. Includes filling of voids and the construction of landforms above ground level (land-raising).
Local Authority Collected Waste	Waste collected by or on behalf of a local authority. Includes household waste and business waste where collected by a local authority and non-municipal fractions such as construction and demolition waste delivered to HWRCs. LACW is the definition used in statistical publications, which previously referred to municipal (solid) waste (MSW).
Materials Recycling Facility (MRF)	A facility for sorting recyclable materials. True MRFs would also report as Materials Facilities under <i>The Environmental Permitting (England and Wales) (Amendment) Regulations 2023</i>

Term	Definition
Municipal Waste (MSW) (from 2010)	Local Authority Collected Waste plus any wastes similar in nature and composition including that collected from businesses by private waste collection companies.
Non-Hazardous Waste Landfill	A landfill permitted to accept non-inert (biodegradable) wastes e.g. municipal and commercial and industrial waste and other non-hazardous (including inert) wastes. May only accept hazardous waste if a special cell is constructed.
Open Windrow Composting	A process in which biodegradable waste (such as green waste) is broken down in an open air environment (aerobic conditions) by naturally occurring micro-organisms to produce a material suitable for use as a soil improver.
Other Recovery	Processes such as energy from waste that recover value from waste other than recycling or composting. Sits below recycling in the waste hierarchy, but above disposal.
Recovery	Subjecting waste to processes that recover value including recycling, composting or thermal treatment to recover energy.
Recycling	The reprocessing of materials extracted from the waste stream either into the same product or a different one.
Refuse Derived Fuel	A fuel produced to a specification from the combustible fraction of waste.
Residual Waste	Under <i>The Environmental Targets (Residual Waste) (England) Regulations 2023</i> , any waste other than excluded waste that is (a) sent to landfill in the United Kingdom; (b) put through incineration in the United Kingdom; (c) used in energy recovery in the United Kingdom; or (d) sent outside the United Kingdom for energy recovery.
The Plan area	The area subject to the Waste Local Plan to which this study relates. In this case the North East Lincolnshire
Waste Collection Authority (WCA)	A local authority that has a duty to collect household waste. WCAs also have a duty to collect commercial waste if requested to do so and may also collect industrial waste. In this case North East Lincolnshire Council
Waste Disposal Authority (WDA)	A local authority responsible for managing the waste collected by waste collection authorities and the provision of household waste recycling centres. In this case North East Lincolnshire Council.
Waste Minimisation / Reduction	The most desirable way of managing waste according to the Waste Hierarchy, by avoiding the production of waste in the first place.
Waste Planning Authority	The authority responsible for planning for waste within a specific administrative area. In this case North East Lincolnshire Council.
Waste Transfer Station	A site to which waste is delivered for bulking prior to transfer to another place for recycling, treatment or disposal.

Introduction

- 1.1 North East Lincolnshire (NEL) Council commissioned BPP Consulting to produce an updated Waste Needs Assessment for NEL using data for 2024 (hereinafter referred to as the WNA 2026). This updates the WNA produced in 2015 for North East Lincolnshire Council by BPP Consulting and Cofely/ENGIE covering the period 2013 to 2032.
- 1.2 The NEL Waste Needs Assessment 2026 consists of an overall main report and five waste stream specific supporting reports, namely:
1. Local Authority Collected Waste Management Requirements to 2045;
 2. Commercial & Industrial Waste Management Requirements to 2045;
 3. Construction, Demolition & Excavation Waste Management Requirements to 2045;
 4. Hazardous Waste Management Requirements to 2045;
 5. Scoping Review of Other Waste Management Requirements;
 6. Review of Strategic Flows; and
 7. Overview Report

This report assesses future management requirements for LACW in NEL to 2045.

Principal Data Sources

The principal data sources used to generate this report are as follows

Waste Data Interrogator

- 1.3 Operators of all sites permitted to manage waste in England, submit returns reporting the quantities, types and origin of waste received and, where applicable, destination of waste removed at their sites to the Environment Agency. These returns are collated by the Environment Agency and are included in a national dataset known as the Waste Data Interrogator (WDI) - Waste Received and Waste Removed on a site specific basis. The WDI is released approximately nine months after the end of the calendar year to which the data relates. The 2024 WDI (composed of data for the calendar year 2024) was the most current version available at the time of this WNA being commissioned.

WasteDataFlow

- 1.4 WasteDataFlow (WDF) is a web-based data entry portal for local authorities to report on local authority waste management arrangements to central Government on a quarterly basis. The data input is used to report on national recycling and landfill diversion performance as well as local authority league tables on recycling rates (see Defra LACW Management Dataset below). The WDF dataset provides granularity down to specific facilities where LACW was managed, although their identities do not always match with those shown in the Environment Agency Waste Data Interrogator. The WDF dataset relates both to Household Waste (collected household waste plus CRC and 'recycling bank' waste) as well as LACW. The data relates to waste collected and managed by, or on behalf of, local authorities and so waste dealt with by householders themselves e.g. by home composting, is not counted in the total. However, that is considered to represent a very small amount of the total and as such would not significantly influence waste planning policy. It does, however, contribute towards what might be classed as waste prevention activity, as it reduces the quantity of LACW set out for collection and onward management.

Defra LACW Management Dataset

- 1.5 The Government Department responsible for compiling statistics for the management and recycling rates achieved by local authorities across England is Defra. This publishes a number of datasets summarising annual (financial year) performance of each local authority based on data submitted by each local authority, through WasteDataFlow. This dataset is normally released in March of the year following the end of the financial year to which it relates. For example, the provisional annual results for LACW management in 2023/24 were released in March 2025.¹

Advice on Data

- 1.6 The principal source of advice with respect to the use of data to inform production of a Plan evidence base is the national Planning Practice Guidance (PPG) available at <https://www.gov.uk/guidance/waste>. This states that:

"Assessing waste management needs for Local Plan making is likely to involve:

- *understanding waste arisings from within the planning authority area, including imports and exports*
- *identifying the waste management capacity gaps in total and by particular waste streams*
- *forecasting the waste arisings both at the end of the period that is being planned for and interim dates*
- *assessing the waste management capacity required to deal with forecast arisings at the interim dates and end of the plan period."*

Paragraph: 022 Reference ID: 28-022-20141016

- 1.7 It includes a section entitled "Using data to monitor and forecast waste needs", which articulates the following principles, should waste planning authorities adopt, when using data to plan for the management of waste arising in their respective administrative i.e. Plan area:

- *Make clear assumptions on how data were handled, as well as their impact (including on forecasting)*
- *Provide data to an appropriate level of significance, based on their explicit assumptions. In practice, data quoted to more than 2 or 3 significant figures will not be helpful and spurious accuracy stemming from precise figures should be avoided*
- *Plan for a range of each type of waste rather than a specific single figure."*

Paragraph: 036 Reference ID: 28-036-20141016 Revision date: 16 10 2014

¹ <https://www.gov.uk/government/statistics/local-authority-collected-waste-management-annual-results/local-authority-collected-waste-management-provisional-annual-results-202324>

Data Presentation

- 1.8 In order to respect the need to avoid "spurious accuracy", the following approach has been taken:
1. Where actual tonnage data has been accessed, this has been used in the computations.
 2. Where data has been subject to computation, this has been rounded to the nearest 500.
 3. Where percentages have been used to generate data, the percentages are presented as whole numbers, however the computations actually use the full value. This means that values presented may not always precisely correspond to the values computed when applying the percentage value presented in this report.
 4. A threshold of >500 tonnes has been applied to certain computations.

Assessing LACW Arisings

Introduction

- 1.9 This section of the report is concerned with assessing arisings of Local Authority Collected Waste (LACW) in NEL in 2024/25. From this, future arisings can be forecast for which appropriate targets can be proposed. This is then assessed against current LACW management capacity, with a view to identifying potential future capacity needs for which the forthcoming NEL Local Plan may need to provide.

Definitions

- 1.10 In the UK, until 2010, the term municipal waste (MSW) was taken as meaning waste collected by or on behalf of local authorities (mainly from households) and waste deposited at Community Recycling Centres (CRCs) plus commercial waste collected by waste collection authorities, street sweepings, litter and fly tipped materials. However, to ensure consistency with the EU definition of municipal waste contained in the retained EU Landfill Directive, in 2010, the UK expanded the scope of the term to include not just waste from households but any wastes similar in nature and composition regardless of who it was collected by, or on behalf, of. This means, the term 'municipal waste' now includes wastes (of a similar type) also collected from businesses by private waste collection companies, that would fall under the category of commercial waste.
- 1.11 In light of this, a new term for waste previously known as 'municipal waste' was adopted by the UK Government– this term is “local authority collected waste” (LACW). In general, the non-household waste fraction of LACW represents around 5% of the total LACW arisings.

Collection & Management Contracts

- 1.12 Any waste local plan must have regard to the existing and future management arrangements for LACW. These arrangements are primarily dictated by contracts for the collection and management of LACW put in place by NELC as the Waste Disposal Authority (WDA) for NEL.

Arisings of LACW in NEL in 2024/25

- 1.13 As LACW and household waste is measured and reported on by local authorities through WDF, the dataset published by Defra has been accessed to provide the following information.

In 2024/25 71,577 tonnes of LACW was collected in NEL for management. Of this:

- 69,216 tonnes (97%) arose from households of which 39% was recycled or composted with a 62:38 split.
- Non household waste accounted for the remaining tonnage of 2,374 tonnes, 71% of which was recycled or composted

NEL LACW Management Profile

1.14 The management profile of LACW arising in NEL over the last decade is shown in Figure 1 below.

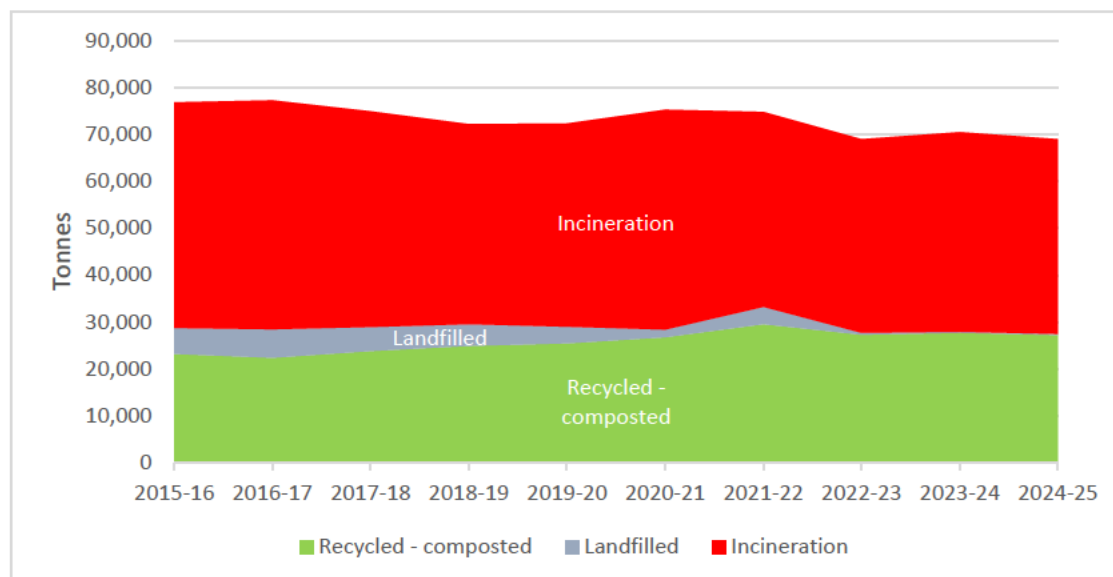


Figure 1: Management Profile for NEL LACW 2015/16 – 2024/25 (tonnes)

Source: DEFRA

1.15 Figure 1 shows how the NEL LACW management profile has changed over time with the majority going to incineration. Landfill has fallen from a peak of c5,500 tonnes in 2015/16 to c200 tonnes in 2024/25 Recycling and composting has been stable having peaked in 2021/22 at c29,500 tonnes (39%).

NEL LACW forecast

Previous NEL Council Forecast

1.16 The following were considered in projecting future LACW arisings in NEL to 2032 in the NEL Council Forecast 2015²:

- historical LACW arisings per-capita 2004-2014 using ONS population estimates; and
- Population Growth Forecasts to 2032.

This exercise settled on two scenarios both of which modelled a negative per capita growth rate with a CAGR of -1.32%. The preferred scenario applied a growth rate of minus 1% per capita per annum sustained across the Plan period to 2032.

This update revisits the exercise undertaken to update the growth rate applied in light of more recent trends in LACW baseline arisings and more recent advice.

Context in NEL

1.17 The following sources have been considered in projecting future LACW arisings in NEL through to 2045:

- National Planning Practice Guidance advice;
- National forecast of LACW growth in England; and
- Historical pattern of LACW arisings in NEL.

These are discussed below.

National Planning Practice Guidance

1.18 Examples of growth scenarios set out in the national Planning Practice Guidance (nPPG)³ refer to either a constant rate or lowering of growth rates i.e. there is no mention of the possibility of a rising growth rate, suggesting that the Government does not see increasing growth in LACW as a scenario to be modelled. It advises that LACW be forecast by the development of growth profiles using short term and long-term data based on household numbers or per head of population.-

National Forecast of LACW growth in England.

1.19 In the DEFRA funded study of *Future Waste Arisings in England*⁴ in 2021, which includes the most current national forecast for LACW published by Government, the central forecast shows national LACW arisings are predicted to decrease marginally from 2022 to 2035 before a slight upswing from 2035 to 2050. This is contrary to nPPG advice cited above.

1.20 While the national LACW forecast presented in the DEFRA funded study provides an indication of the direction in which growth in LACW in NEL may be headed, it should of course be noted that in presenting a national picture takes an average of what is predicted to happen across England.

² North East Lincolnshire Local Authority Collected Waste Forecasts to 2032 ENGIE December 2015

³ Ref.: Revision date: 16 10 2014 Paragraph: 029 & 30 Reference ID: 28-029-20141016

⁴ 'Future Waste Arisings' Eunomia, April 2021

Historical Pattern of LACW Arising in NEL

1.21 The observed pattern of LACW arisings in NEL over the past decade is shown in Figure 2 and Table 1 below.

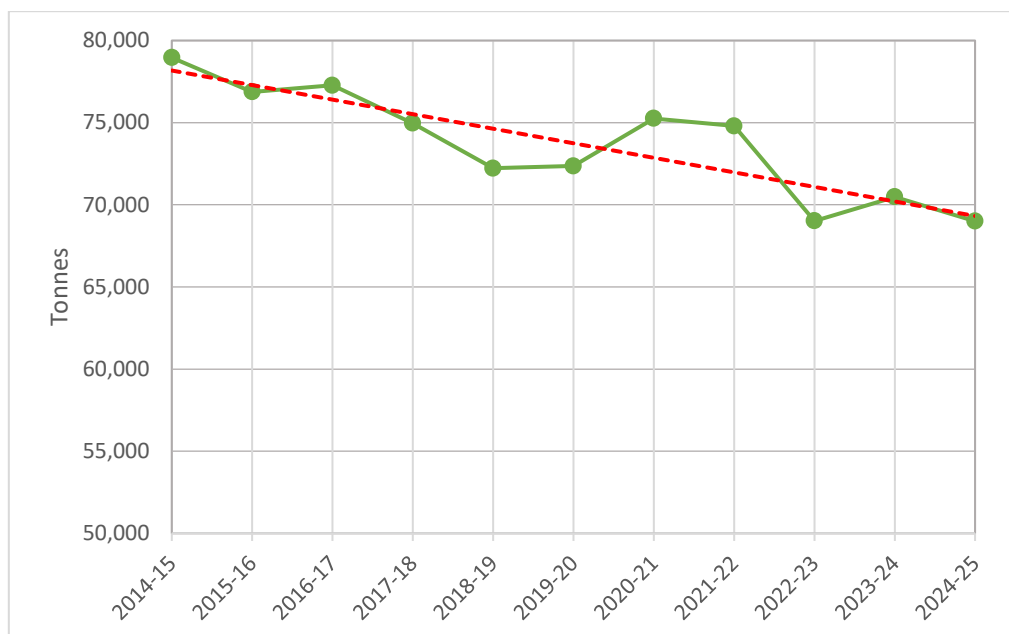


Figure 2: Trend in LACW Arisings in NEL 2014/15 to 2024/25

y axis not set to zero, red dotted line is trend line that indicates an annual growth rate of -1.29% over the period as shown in Table 1 below.

Table 1: NEL LACW arisings between 2014/15 and 2024/25 including 5yr growth rates

Year	Baseline (tonnes)	Annual growth rate	5-year growth rate
2014-15	78,959		-1.72%
2015-16	76,875	-2.64%	
2016-17	77,277	+0.52%	
2017-18	74,959	-3.00%	
2018-19	72,223	-3.65%	
2019-20	72,359	+0.19%	-0.86%
2020-21	75,260	+4.01%	
2021-22	74,798	-0.61%	
2022-23	69,015	-7.73%	
2023-24	70,485	+2.13%	
2024-25	69,001	-2.11%	
Mean Annual Growth Rate		-1.29%	

1.22 Historical data for LACW arisings (Figure 2 and Table 1) demonstrates considerable year-on-year variation between 2014/15 and 2024/25 rather than a sustained trend. From a peak of 78,959 tonnes in 2014/15, arisings declined to a low of 69,001 tonnes in 2024/25. This generates an overall mean annual growth rate of minus 1.29% as compared with the preferred

growth rate applied in the NEL Council report of minus 1% in 2015. These values are considered to be of a similar order of magnitude and most notably are both indicative of a negative growth rate in the order of 1% per annum.

- 1.23 As shown in Figure 3, the population in NEL declined between 2013/14 and 2020/21 before rising again to around c160,000 in 2024/25. In contrast, while fluctuating from year to year total Local Authority Collected Waste (LACW) arisings have fallen to a low of approximately 69,000 tonnes in 2024/25. This confirms that the periods of population growth do not consistently correspond with increases in LACW arisings, with a significant drop in arisings in 2022/23 despite a rise in population numbers. Consequently, a growth profile that assumes a linear relationship between population numbers and LACW arisings would not be robust, given the multiple behavioural, economic and policy-related variables affecting waste generation over the period.

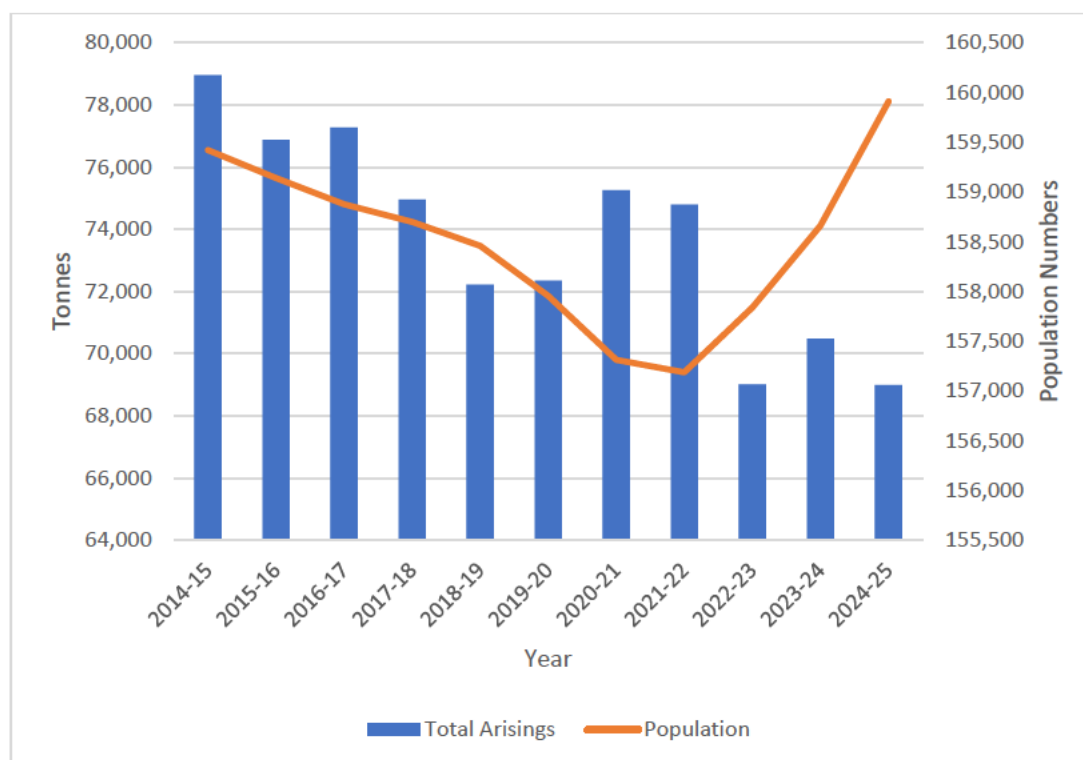


Figure 3: Total LACW arising (bar chart) vs population (orange line) 2014/15 to 2024/25
(y axis not set to zero)

Generating a Forecast for LACW

- 1.24 The method set out in the nPPG to generate a Plan area level LACW forecast (based on generating a waste arisings per capita growth profile) has been applied to the period 2014/15 to 2024/25. Results for NEL are plotted in Figure 4 below.

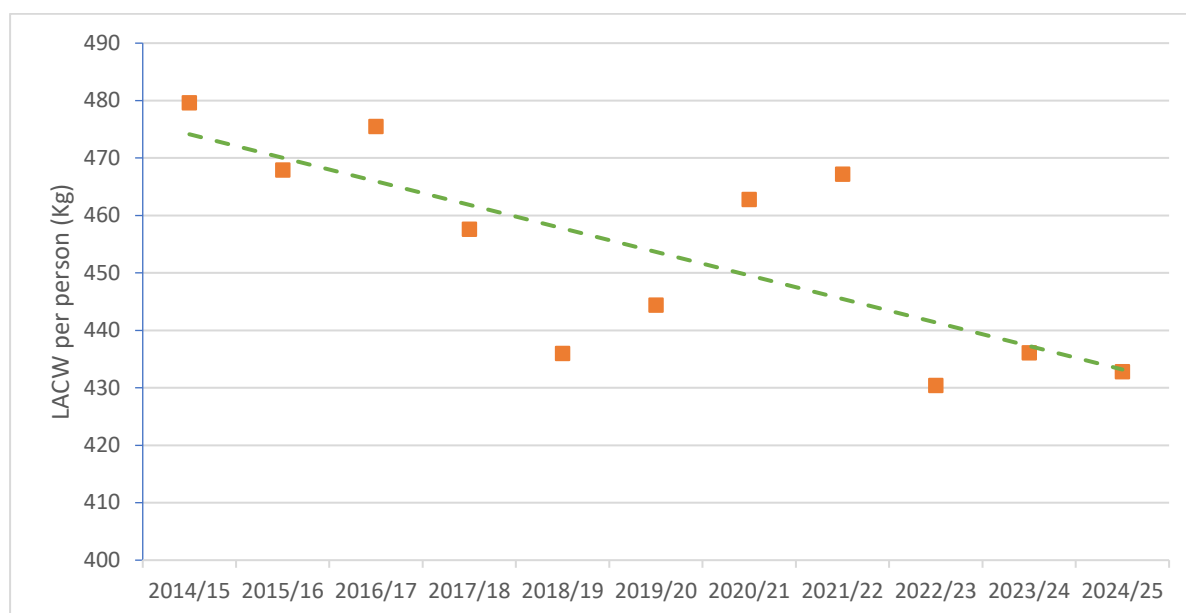


Figure 4: LACW arisings per person in NEL 2014/15 to 2024/25

Green dashed line is a trendline NB: y axis not at zero.

- 1.25 Figure 5 shows that Local Authority Collected Waste (LACW) arisings per person in NEL declined significantly in 2018/19 and 2022/23 to 2024/25, with per-person arisings falling to approximately 430 kg per person in 2022/23 and then rising in 2023/24 and then falling to 433 kg per person in 2024/25. The overall downward trend is illustrated by the dashed green trendline.
- 1.26 Based on the data presented in Figure 5, the average compound annual growth rate (CAGR) for LACW arisings per person over the period 2015/16 to 2024/25 was negative (minus 0.96%), indicating a long-term reduction in waste arisings per person. This CAGR is also reflected over the shorter period between 2021/22 to 2024/25, with an average CAGR of minus 0.44% per annum.
- 1.27 To update the LACW forecast the long- and short-term per-capita growth rates set out above were applied to the baseline LACW arisings value for 2024/25 and projected to the end of the Plan period. These per-capita growth rates were then combined with the updated annual population growth forecasts for NEL⁵, to generate overall LACW arisings forecasts. These forecast a static or slightly falling population over the period.

⁵ [Population projections by components of change for regions and local authorities, England - Office for National Statistics](#)

1.28 The outcome is plotted in Figure 5 to create a 'cone of possibilities':

- Historic LACW growth of minus 1.29% per annum (see Table 1).
- Short term LACW per head growth rate of minus 0.44% p.a. x population forecast
- Long Term LACW per head growth rate of minus 0.96% p.a. x population forecast.
- NEL Council 2015 preferred growth rate of minus 1% per annum.

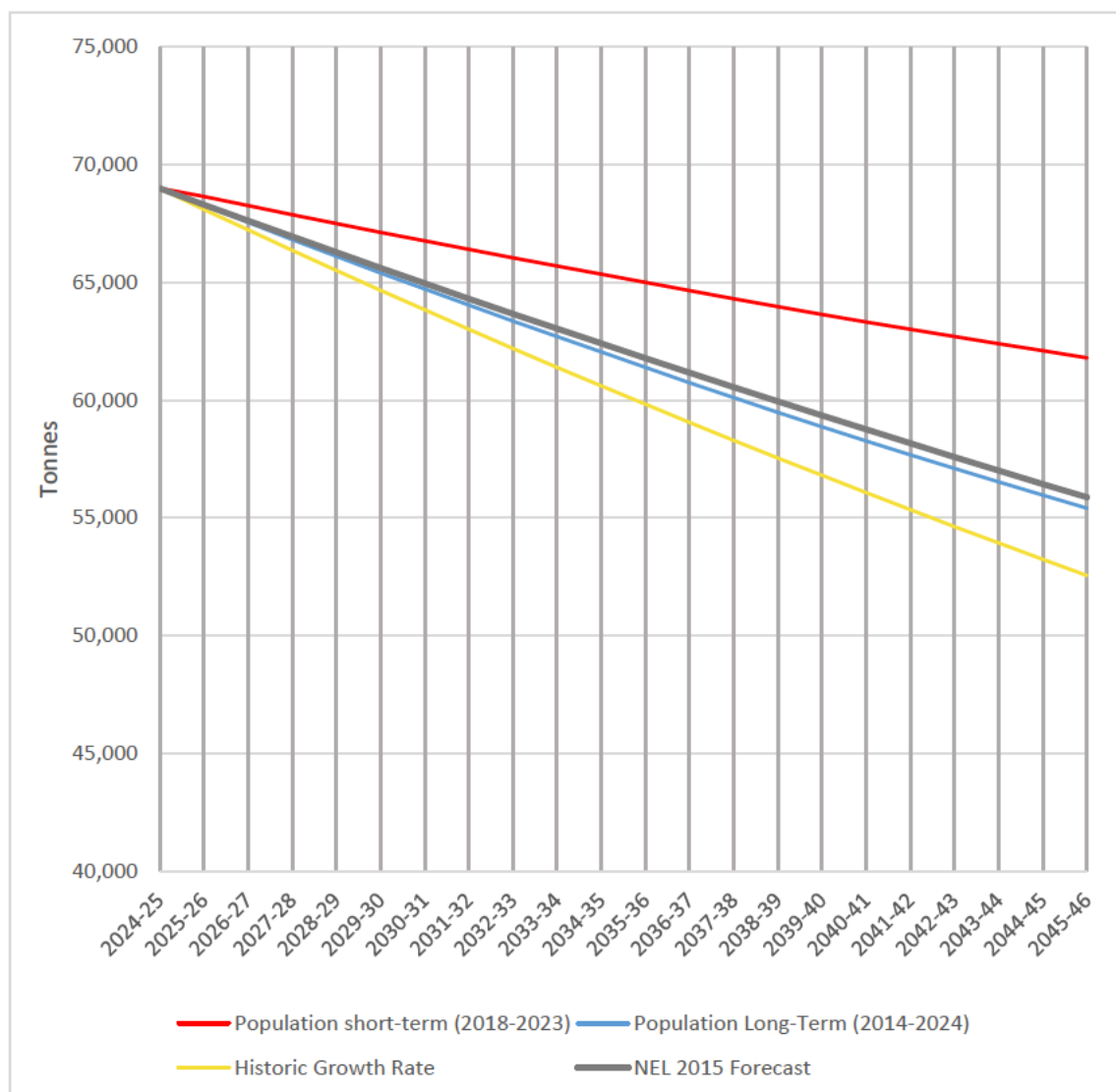


Figure 5: 'Cone of Possibilities' for Forecast Plan Area LACW Arisings (using 2024/25 baseline)
(tonnes per annum) NB: y axis not at zero.

1.29 All four scenarios in Figure 5 show a falling LACW arisings trajectory. The historic forecast shows the greatest fall in LACW arisings over the period with the short term population forecast showing the least. The corresponding values are presented in Table 2 including a central scenario taking the mean of the greatest and least arisings values at 2045.

Table 2: Forecast values for NEL LACW arising Scenarios modelled (tpa)

	Historic Growth Rate projection	Long-Term arisings forecast (per head x forecast population)	NEL 2015 Forecast	Short-Term arisings forecast (per head x forecast population)	Central Scenario
Baseline 2024/25	69,001				
2025/26	68,112	68,298	68,311	68,654	68,396
2026/27	67,234	67,559	67,628	68,265	67,791
2027/28	66,367	66,827	66,952	67,877	67,185
2028/29	65,512	66,111	66,282	67,500	66,580
2029/30	64,667	65,409	65,619	67,131	65,975
2030/31	63,834	64,721	64,963	66,771	65,370
2031/32	63,011	64,033	64,313	66,406	64,765
2032/33	62,199	63,359	63,670	66,049	64,160
2033/34	61,397	62,698	63,034	65,700	63,554
2034/35	60,606	62,041	62,403	65,351	62,949
2035/36	59,825	61,389	61,779	65,000	62,344
2036/37	59,053	60,742	61,161	64,651	61,739
2037/38	58,292	60,107	60,550	64,308	61,134
2038/39	57,541	59,482	59,944	63,971	60,528
2039/40	56,799	58,868	59,345	63,641	59,923
2040/41	56,067	58,269	58,751	63,321	59,318
2041/42	55,345	57,678	58,164	63,005	58,713
2042/43	54,631	57,099	57,582	62,697	58,108
2043/44	53,927	56,528	57,006	62,394	57,502
2044/45	53,232	55,965	56,436	62,094	56,897
2045/46	52,546	55,408	55,872	61,796	57,171

Relating forecasts to waste per person arisings

- 1.30 In order to gauge how realistic the proposed forecasts might be, the waste per person factors implied by each scenario at 2045 have been calculated and then compared against the actual waste per person factor in 2024 of 433kg (0.433t) per person. This is shown in Table 3.

Table 3: Waste per person factors implied by the chosen scenarios at 2045 compared to 2024 actual and the percentage change year on year implied (tonnes)

Forecast	Historic	Long-Term 'Growth'	Minus 1% 'Growth'	Short-Term 'Growth'	Central value from cone of possibilities
Waste arisings per person factor at 2045 (t/pp)	0.33	0.35	0.36	0.39	0.36
Difference from actual in 2024 over 22 years (t/pp)	-0.10	-0.08	-0.08	-0.04	-0.07
Percentage annual change	-1.08%	-0.90%	-0.86%	-0.47%	-0.78%

Findings

1.31 The findings from the comparison shown in Table 3 are as follows:

- The historic forecast implies a reduction of 0.10 tonnes per person over the period. This equates to a 1.08% fall in LACW arisings per person year on year;
- the long term growth forecast implies a reduction of 0.08 tonnes per person over the period. This equates to a 0.90% fall in LACW arisings per person year on year.
- the minus 1% growth scenario implies a reduction of 0.08 tonnes over the period. This equates to a 0.86% fall per person per year;
- the short-term growth scenario implies a reduction of 0.04 tonnes per person over the period. This equates to a 0.47% fall per person year on year;
- the central value from the cone of possibilities forecast implies a reduction of 0.07 tonnes per person over the Plan period. This equates to a 0.78% fall per person year on year.

1.32 The above analysis suggests that the most likely range within which actual LACW arisings will fall over the period is bounded by the population driven per capita short-term arisings forecast and the historic rate projection. As shown in Table 3, by 2045/46 arisings under the historic forecast indicates a more pronounced reduction to **52,546 tonnes**, compared with a 2024/25 baseline of **69,001 tonnes**. Taking the midpoint of these two scenarios gives an indicative arisings level of approximately **57,151 tonnes** by the end of the Plan period, representing a reduction of around **17.1%** relative to the baseline. This is referred to as the central value from the cone of possibilities. In 2031/32 the forecast arising figure is 64,765 tonnes (Table 2) which is very similar to the 65,800 tonnes of the SNPP 2012 -1% growth preferred scenario (Table 8 of the NEL 2015 forecast). but that forecast was projected from an actual baseline value of 77,400tonnes as compared with the actual baseline value of 69,000 tonnes in 2024/25.

NEL LACW Forecast Conclusion

- 1.33 Using the 2024/25 baseline arisings value and applying the minus 1% growth for the LACW arisings trajectory used in the WNA 2015 sits between the projection based on actual historic values and the population driven per capita short-term arisings forecast. This scenario reflects a cautious planning assumption, positioned within the core range of outcomes illustrated by the surrounding scenarios, and represents a modest but sustained reduction in arisings over the period. On this basis, it is recommended that a mean annual reduction rate of approximately minus 1% per annum growth rate used in the WNA 2015 continues to be relevant even though the baseline is significantly lower than projected from in 2015.
- 1.34 Applying this growth rate to the updated baseline value, LACW arisings are forecast to decline from 69,000 tonnes in 2024/25 to c.56,000 tonnes by 2045/46, representing an overall reduction of around 13,000 tonnes (approximately 19%) over the period. The projected annual arisings associated with this scenario are set out in the column headed NEL 2015 Scenario in Table 2 above.

NEL LACW Future Management Capacity Needs

- 1.35 Having identified a preferred forecast, the next step is to apply this to the current LACW management profile. This may then be used to establish realistic future management targets which then informs identification of any future management capacity requirements.

Current LACW Management Profile

- 1.36 The WNA 2015 explored the implications of a range of targets, focussed around achievement of 50% recycling by either 2020 or 2025 and the landfilling of LACW held at 3%. Table 4 below shows the actual management profile of NEL LACW in 2024/25.

Table 4: LACW Management Profile in NEL 2024/25

Source: DEFRA

Route	Tonnes	%
Total Arisings	69,001	
Recycling/ Composting	27,233	39.5%
Energy from Waste ⁶	41,550	60.2%
Landfill	218	<1%

This shows that while landfilling has fallen below the ceiling of 3%, recycling has only hit c40% at 2025, a significant under performance on the adopted Plan target/ floor.

Updating Waste Management Targets

- 1.37 The next step is to consider what management profile may be desirable and achievable and therefore what waste management targets ought to be set in the Plan to achieve that management profile. LACW is all classed as municipal waste (along with waste of a similar nature from commercial sources) and therefore, the municipal waste targets discussed below relate to LACW.

Current National Targets

- 1.38 Since adoption of the NEL Local Plan the UK Government has adopted the following targets for the future management of municipal waste. As stated previously this includes all LACW plus a significant proportion of commercial waste:

- 55% recycling floor by 2025; and
- 60% recycling floor by 2030; and
- 65% recycling floor by 2035; plus
- 10% ceiling limit on landfilling by 2035.

Meeting the national recycling rates will be particularly challenging given where NEL currently is, but the objective is to plan for success in meeting them, being mindful that a range of initiatives such as Simpler Recycling have been introduced recently to support 'movement of the dial' for recycling rates in England after a long period of stagnation.

⁷https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1168372/environmental-improvement-plan-2023.pdf

- 1.39 The Government has also set the following targets in the Environmental Improvement Plan 2023⁷ (EIP), which build on recycling and landfill diversion targets set out above:
- eliminate avoidable waste by 2050 and double resource productivity by 2050;
 - explore options for the near elimination of biodegradable municipal waste to landfill from 2028; and
 - halve 'residual' waste (excluding major mineral waste) produced person by 2042,
- 1.40 The target for the reduction in residual waste is enshrined in *The Environmental Targets (Residual Waste) (England) Regulations 2023*⁸, which came into force on 30 January 2023 and is set on a kg per capita⁹ basis from 2019 levels (574 kg per capita). Accordingly, the residual waste long-term target is that by the end of 31 December 2042 the total mass of residual waste for the calendar year 2042 does not exceed 287 kg per capita. Routes through which waste is managed counting as residual are:
- sent to landfill in the United Kingdom;
 - put through incineration in the United Kingdom;
 - used in energy recovery in the United Kingdom; or
 - sent outside the United Kingdom for energy recovery.
- 1.41 The Government has also set the following interim targets for the residual waste target to be achieved by December 2030 in its residual waste reduction target delivery plan¹⁰:
- the total mass of residual waste in the most recent full calendar year to not exceed 437kg per capita
 - the total mass of residual waste in the most recent full calendar year to not exceed 25.5 million tonnes
 - the total mass of residual municipal waste in the most recent full calendar year to not exceed 333kg per capita of which:
 - the total mass of food waste does not exceed 64kg per capita
 - the total mass of plastic waste does not exceed 42kg per capita
 - the total mass of paper and card waste does not exceed 74kg per capita
 - the total mass of metal waste does not exceed 10kg per capita
 - the total mass of glass waste does not exceed 7kg per capita

Given the above, going beyond the current municipal waste focussed targets is expected to be necessary.

⁷https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1168372/environmental-improvement-plan-2023.pdf

⁸ *The Environmental Targets (Residual Waste) (England) Regulations 2023*

<https://www.legislation.gov.uk/en/uksi/2023/92/made>

⁹ Per head of population in England

¹⁰ While the Government reaffirmed its commitment to meeting the residual waste reduction target by 2042

<https://www.gov.uk/government/publications/residual-waste-reduction-environment-act-target-delivery-plan/residual-waste-reduction-environment-act-target-delivery-plan>, it has deferred the interim target year from 2028 to 2030.

<https://www.gov.uk/government/publications/environmental-improvement-plan-2025/environmental-improvement-plan-eip-2025#annex-2-full-list-of-revised-eip-interim-targets>

1.42 Considering the above targets, the proposed targets for NEL are set out in Table 5 below.

Table 5: Proposed Targets for LACW Management in NEL

Italicised entries are actual values

	Actuals	Milestone Year			
	2024/25	2030	2035	2040	2045
Recycling/composting (floor)	39.5%	≥50%	≥60%	≥70%	≥75%
Landfill (ceiling)	0.3%	≤1%	≤1%	≤1%	≤1%
Other Recovery inc EfW (difference)	60.2%	49%	39%	29%	24%

Applying the proposed targets to the preferred forecast gives the capacity requirements set out in Table 6 below.

Table 6: Future Management Profile for Forecast NEL LACW Arisings (tonnes)

	Milestone Year				Plan Period Peak/Cumulative Capacity Requirement
	2030	2035	2040	2045	
Recycling/Composting Target (Floor)	35,685	37,406	41,523	42,673	42,673 (peak) ↑
Remainder to Landfill Target (Ceiling)	654	623	593	569	11,496 (cumulative)
Other Recovery Remainder	32,031	24,314	17,202	13,655	32,031 (peak) ↓

1.43 This results in:

- a rising recycling/composting capacity requirement, peaking at c43,000tpa in 2045;
- a falling 'other recovery' requirement for residual LACW, to c13,500tpa in 2045; and
- a cumulative non-inert landfill requirement for residual LACW of c11,500 tonnes over the period (to 2045) that arises as shown in Table 7 below.

Table 7: Cumulative Landfill Requirement in NEL to 2045

	Landfill Requirement tpa	Cumulative Landfill Requirement (tonnes)
2024/25	218	-
2025/26	291	509
2026/27	363	872
2027/28	436	1,308
2028/29	508	1,816
2029/30	502	2,319
2030/31	654	2,972
2031/32	648	3,620
2032/33	642	4,262
2033/34	636	4,897
2034/35	629	5,527
2035/36	623	6,150
2036/37	617	6,767
2037/38	611	7,379
2038/39	605	7,984
2039/40	599	8,583
2041/42	593	9,176
2042/43	588	9,765
2043/44	583	10,348
2044/45	579	10,927
2045/46	569	11,496

1.44 The implications of these requirements are considered further in the Capacity Assessment Overview Report.