

# **Waste Core Strategy Background Document**

## **Waste Freight by Rail**

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The Council is preparing a *Waste Core Strategy*: a plan for how to manage all the waste produced in Worcestershire up to 2027. To help provide a robust evidence base for the Waste Core Strategy the Council has prepared a series of background documents. These outline current thinking and have informed the approach taken in the development of the Waste Core Strategy.

We welcome any comments you would like to make on any of the background documents during the *Publication Document (Regulation 27) Consultation*. The consultation will run from **22<sup>nd</sup> March – 4<sup>th</sup> May 2011**.

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For planning advice and support service see <http://www.rtpi.org.uk/planningaid>.

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# Introduction and background

This document provides a background to the Worcestershire Minerals and Waste Development Framework in respect of the potential to use rail for the transportation of waste.

It includes information relating to national, regional and local policy and potential opportunities for the use of rail within Worcestershire. This paper will inform the development of Worcestershire's Waste Core Strategy and the identification of *areas of search*.

*"Transport makes up over 20% of total UK [carbon] emissions. Major savings in this sector are therefore necessary if the UK is to meet its statutory target of an 80% reduction in carbon emissions by 2050. Using rail freight produces 3.4 times less CO<sub>2</sub> per tonne-km than road transport, which means that switching to rail freight gives a 70% reduction in CO<sub>2</sub> emissions compared to the equivalent road journey"* (Rail Freight Group and Rail Freight Operators' Association, undated 1).

## Policy

### Planning Policy Guidance 13: Transport

Planning Policy Guidance note 13 on Transport (PPG13) aims to *"integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight."*

It states that development plan (now Local Development Framework, LDF) strategies and the local transport plan should seek to be complementary, with close links between site allocations in the LDF and local transport priorities. The proposals of the LDF (in this case the Waste Core Strategy Development Plan Document of the Worcestershire Minerals and Waste Development Framework) should be developed with business, community and transport interests to ensure that plans and proposals are feasible, whilst developers are encouraged to discuss proposals with the local authority and transport providers/operators at an early stage.

PPG13 recognises that road transportation is likely to remain as the most prevalent mode of transport for freight, but suggests that *"land use planning can help to promote sustainable distribution, including where feasible, the movement of freight by rail and water."* This can be done by identifying and protecting sites and routes which could be critical for freight infrastructure, as well as by influencing the location of freight-generating development and identifying and protecting realistic opportunities for rail (or waterway) connections to existing manufacturing, distribution and warehousing sites adjacent to the rail network.

It encourages a pro-active approach to implementing transport policies and states that planning policies should provide sufficient detail to provide a basis for planning conditions and planning obligation negotiations where appropriate in order to deliver sustainable transport solutions. Transport Assessments are encouraged to be submitted alongside planning applications, where a development may have significant transport implications, to provide additional site-specific information to allow determination of what is appropriate in each case.

## Regional Transport Strategy

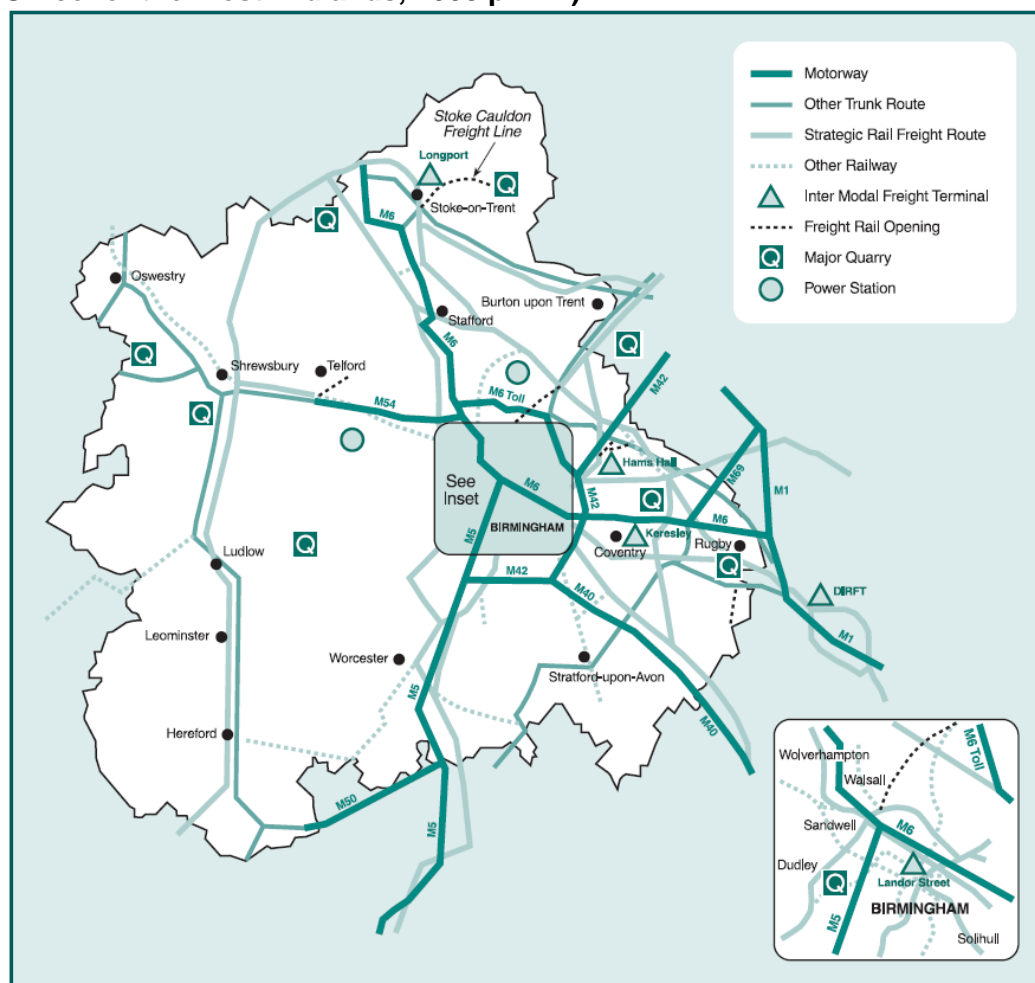
A Regional Transport Strategy for the West Midlands was produced as part of the West Midlands Regional Spatial Strategy (RSS) and incorporated within it as Chapter 9 'Transport and Accessibility'. Following the change of government in May 2010, the Secretary of State has expressed his intention to revoke Regional Spatial Strategies. This is material planning consideration.

The evidence upon which the RSS and RSS phase 2 revision were based is still considered to be valid and the ideas in the RSS reflected national policy; as such, they are still being considered in the development of the Waste Core Strategy. The RSS recognised that one of the Region's key challenges is tackling road and rail congestion. It stated that "*transport was responsible for around a quarter of the UK's carbon dioxide emissions in 2000 and more importantly is one of the few sectors in which emissions are still growing*" (Government Office for the West Midlands, 2008).

Improvements to the regional rail network were proposed in the Strategy in two phases. The first phase included improvements to passenger capacity at central Birmingham stations as well as improving freight movements throughout the region. Part of the improved freight capacity would include reopening of the Stourbridge to Walsall line. Longer term (phase two) priorities were to be determined following an assessment by the Strategic Rail Authority.

RSS policy T10 on freight stated that development plans, such as the Waste Core Strategy, should encourage the use of rail and water for freight movements as well as encouraging utilising existing or developing new infrastructure for rail freight. Figure 1 shows the strategic rail freight routes across the West Midlands region. The north-south links through Worcestershire are much stronger than the east-west links and therefore we can expect that utilisation of rail for waste freight transport is most likely for the movement of waste into, out of and within the county along the north-south corridor.

**Figure 1. Rail freight opportunities across the West Midlands (Government Office for the West Midlands, 2008 p. 121)**



## Local Transport Plan

### LTP2

Worcestershire County Council has an adopted Local Transport Plan for 2006 to 2011 (LTP2). LTP2 contains a number of policies relevant to the movement of waste by rail, these are shown in Table 1.

**Table 1. Local Transport Plan policies relevant to the transportation of waste by rail**

<b>LTP2 Policy RAIL1:</b>	To ensure that the rail network is in a fit state to play a full role in the implementation of a sustainable transport strategy for Worcestershire.
<b>LTP2 Policy RAIL6:</b>	Work with rail industry partners to identify and implement infrastructure improvements to increase the capacity of the rail network and reliability of services.
<b>LTP2 Policy FQP1:</b>	Support to the Freight Quality Partnership in identifying solutions to local issues relevant to the improved movement of freight in a sustainable way.
<b>LTP2 Policy FQP3:</b>	To explore the greater use of rail and inland waterways for the carriage of freight within the County.
<b>LTP2 Policy FQP4:</b>	Work with District Councils to identify opportunities for the re-location of freight generators from environmentally sensitive locations to sites with direct access to strategic road or rail network.

LTP2 identified rail schemes under development in surrounding authorities that could assist in meeting the needs of Worcestershire, including "Frankley branch extension". This scheme to allow the extension of the Birmingham Cross City line from Longbridge to Frankley using the MG Rover freight spur sidings and disused alignment between Longbridge and Frankley centre is not being progressed following the outcomes of the Longbridge Area Action Plan. A guided bus route is now likely to utilise this route.

The Local Transport Plan contains a significant amount of detail about the effects of various problems and opportunities of the rail network from the perspective of passenger transportation. The opportunities for transportation of freight appear to be much more restricted. With no major rail freight facilities currently located within Worcestershire and most potential sites for such facilities being located away from the strategic road network, use as road / rail freight interchanges would generate HGV movements on unsuitable roads. Opportunities may exist for the development of facilities at locations outside Worcestershire, but which would serve operators within the County, such as at Ashchurch near Tewkesbury which has good access to the strategic road and rail networks (although only has a southbound rail connection), and is convenient for the Vale of Evesham. Any proposals for the development of Ashchurch as a location to serve Worcestershire would need to be progressed in association with Gloucestershire County Council.

## **LTP3**

Work is currently being undertaken to produce LTP3 for 2011 to 2026 but, at the time of writing this document, is at a draft stage which has not yet undergone public consultation. As such, the following information is based on officer indications and is not adopted council policy.

A Multimodal Freight Policy is being developed. It states that the availability and rising costs of fuel resources, together with the environmental impacts of road



transport in general are causing the government and freight operators to consider other, more sustainable transport modes for moving freight, such as by rail or water – particularly for bulk goods and waste.

Freight measures can deliver noticeable economic benefits through reduced journey times and increased journey time reliability for freight operations, as well as improvements in safety and reductions in pollution.

Measures to enhance the efficient operation of freight, and the encouragement of more sustainable modes of transit (such as rail freight and water freight) can help to protect the natural environment and the historic fabric of our towns and cities, by reducing the adverse effects of unsustainable growth in road-based traffic as well as reduce carbon dioxide emissions by reducing the wasted mileage of freight vehicles that become lost or are looking for suitable unloading areas.

The Multimodal Freight Policy is likely to contain a number of specific objectives:

- Complementing and supporting the strategic planning and delivery of transport infrastructure and services in Worcestershire;
- Encouraging more efficient operation of freight movements across Worcestershire;
- Enhancing the safe operation of freight movements across Worcestershire;
- Encouraging the use of more sustainable transport modes for freight movements;
- Reducing the impacts (environmental, social and financial) of freight on Worcestershire's transport networks; and
- Improving integration between different freight modes of transport.

An initial draft policy on rail freight in Worcestershire states:

*"Worcestershire County Council will work with the Worcestershire Freight Quality Partnership, partners in the rail industry as well as the Borough, City and District Councils and landowners to identify and develop opportunities to develop rail freight infrastructure and services in Worcestershire, and to promote the use of rail freight for long-distance freight movements emanating from Worcestershire."*

## INTERNAL CONSULTATION

Work has been undertaken to ensure that the Local Transport Plan and Waste Core Strategy will influence and take account of each other wherever possible. In a consultative meeting with the Local Transport Plan development team, a number of potential opportunities for developing rail connections for waste movement were discussed. From these discussions it is clear that although these sites are not immediately usable for such activities and there are no current spending commitments to change this,, their location and proximity to the rail network could facilitate new or re-established connections:

1. **Great Western Business Park, Worcester.**
2. **Blackpole Trading Estate, Worcester.**
3. **Former British Sugar site at Kidderminster** - subject to approval from the Severn Valley Railway and its re-connection to the mainline.

4. **Hartlebury Trading Estate** - where sidings still exist but the points have been removed.
5. **Pershore Trading Estate.**
6. **Worcestershire Parkway** - if development is brought forward in connection with the potential development of a Worcestershire Parkway station, waste management facilities could be encouraged alongside other development where it would not negatively impact upon passenger transportation. It may be possible for passenger and freight facilities to be progressed as mutually assisting development.
7. **Long Marston** – although an existing waste management site lies in close proximity to a redundant railway line and sidings, the sidings lie within Warwickshire and the waste management site in Worcestershire. The landowner of the waste site has indicated that it is unlikely any proposals will be brought forward to utilise the railway, but should such proposals emerge they must be developed in discussion with Warwickshire County Council.

Before any of these sites can be considered as suitable for development for waste freight transfer, they must also be assessed against other criteria, including connection to the road network. Other criteria are discussed in more detail in the background document "*Identifying preferred areas*".

## **District Council's Local Plan or Local Development Framework Policies**

The policies, or parts of policies, relevant to the transportation of waste which are included in emerging Local Development Frameworks (and where appropriate the saved policies of Local Plans) are listed in Table 2.

**Table 2. District Council policies relevant to the transportation of waste by rail**

<b>Bromsgrove District Council</b>	Local Plan (Adopted January 2004) Saved Policies	Policy TR5 Railfreight	"The District Council will seek to encourage more use of rail services for the transport of goods by supporting proposals for railhead connections from existing employment areas."
		Policy TR5 A	"The movement of freight by rail as a sustainable objective will be pursued by the District Council. To this end the Council will: a) protect sites with a potential for receiving and dispatching goods by rail from development which would prevent such use; b) protect existing railhead sites by ensuring that they retain appropriate access to and from the public highway network."
	Draft Core Strategy 2 (January 2011)	Supporting text	Transport user needs (including freight) will continue to be met by a combination of road, rail, bus, community transport and taxi services (or similar initiatives) or any appropriate combination of these modes. The Worcestershire Multimodal Freight Policy has been developed to provide a comprehensive policy base to enable the delivery of schemes to enhance the efficient movement and operation of freight by all modes around the County.
		Core Policy 14: Sustainable Transport	All major developments: <ul style="list-style-type: none"> <li>• will be accessible by safe and sustainable modes of transport;</li> <li>• will support increased public transport usage and;</li> <li>• will incorporate proposals to increase the scope for walking and cycling in a safe environment</li> </ul> ...The Council will encourage the use of travel plans where applicable to secure the provision of sustainable travel choices, both to new developments and to extensions of existing sites, regardless of use.

<b>Malvern Hills District Council, Worcester City Council, Wychavon District Council</b>	Wychavon Local Plan (Adopted June 2006) Saved Policies	Policy ECON11: Freight	"Proposals that would generate significant heavy goods vehicle traffic will only be permitted where: a) the site is easily accessible via the Lorry Route Network (as defined in the Proposals Map); b) there is no adverse environmental impact on residential amenity; and c) the proposal would not reduce the potential to either increase rail freight or provide rail freight facilities. In all cases, the developer must demonstrate that the goods cannot be moved by rail."
		Policy SR6: Safeguarded Land For Transport Infrastructure	Specific sites, as shown on the Proposals Map, will be safeguarded for potential improvements to the District's transport infrastructure. Railway Schemes:  a) Worcestershire Parkway Station; b) Cotswolds and Malverns Line;
	Worcester City Local Plan	Policy TR24: Rail	"Planning permission will not be granted for development which would prejudice the improvement of rail services for passengers and freight"
		Policy TR25: Rail Freight - Shrub Hill Area	"Planning permission will only be granted for development of the land allocated for employment uses on Tolladine Yard in Policy E1 if it is either capable of being serviced by rail or does not prejudice any future servicing by rail freight services"
	South Worcestershire Joint Core Strategy	The Preferred Options report of the South Worcestershire Joint Core Strategy does not contain any policies relevant to rail freight.	

<b>Redditch Borough Council</b>	Borough of Redditch Local plan	The saved policies of the Borough of Redditch Local Plan are not relevant to rail freight	
	Revised Preferred Draft Core Strategy (January 2011)	No specific reference to rail freight.	
<b>Wyre Forest District Council</b>	Adopted Core Strategy	CP03: Promoting Transport choice and accessibility	<p>Future proposals for employment development, particularly along the Stourport Road Employment Corridor, should have regard to the possibility of utilising the existing rail infrastructure for the sustainable movement of freight and to provide sustainable transport links.</p> <p>Developers must take account of the proposals included within the Wyre Forest Transport Measures Package as set out in the current Worcestershire Local Transport Plan. In appropriate circumstances, new development will be required to contribute towards these schemes. The following strategic transport infrastructure schemes will be sought to support regeneration during the plan period:</p> <ul style="list-style-type: none"> <li>• Provision of a new Kidderminster Railway Station building and improved access for all modes of transport to the station facilities.</li> <li>• Connection of the Severn Valley Railway line to the national rail network at Kidderminster Station to facilitate improved accessibility to the tourism attractions of the West Midlands Safari Park, Bewdley and the Wyre Forest....</li> </ul>

			<p>...Contributions towards these strategic transport infrastructure schemes will be sought from major development proposals throughout the plan period. Future development proposals that will include part of an identified strategic transport route or transport infrastructure, must be designed to accommodate this provision and reserve the land required for the scheme. Proposals which are likely to prejudice the future development of strategic transport infrastructure will not be permitted.</p>
		Supporting text	<p>Centro's West Midlands Network Development Strategy includes proposals for connecting the Severn Valley Railway line into the national rail network. This would allow through linkages to be made by conventional rail services to Bewdley, using the Severn Valley Railway line. Such proposals will greatly assist the role of sustainable tourism in supporting the District's economy in the future.</p>
			<p>The former British Sugar Factory site is adjacent to a set of former rail sidings and the Severn Valley Railway line. The site therefore could have access to existing infrastructure which has the potential to be upgraded as a rail freight line to serve local industry and businesses in the future.</p>
		Supporting text	<p>The Stourport Road Employment Corridor is considered suitable due to the employment nature and high frequency bus service that exists on this route. There may also be future opportunities for a rail link to the Severn Valley Railway at this location and therefore it is considered to be a more appropriate location for new office development if demand can not be met closer to the town centre.</p>

# Industry

## Freight Best Practice

According to Freight Best Practice<sup>1</sup>, "a number of factors have elevated modal shift to a topic worthy of serious consideration including a more environmentally aware society, rising fuel prices, more customer focused and competitive rail and water freight operators and heightened road congestion."

## Choosing and Developing a Multi-modal Transport Solution

This document (Freight Best Practice, Department for Transport, 2008) acts as an introductory guide to rail freight, short-sea shipping and inland waterways. It contains a number of case studies and practical advice on moving from road to multi-modal transport.

It states that the rail and water markets have always played an important role in freight transport within the UK and since 1994 rail freight has grown by 66% (tonnes per kilometre moved). Whilst growth and investment serve to increase the attractiveness of rail and water, there are external factors that are increasing the potential benefits for modes other than road. For example, fuel costs, restrictions on drivers' hours and reducing emissions have all increased the opportunities for rail and water transport operators and their customers.

A number of rail freight operating companies exist and this competitive environment has pushed up service levels and reduced costs. The ability to transport greater quantities with reduced manpower provides a cost benefit for rail transport. It gives the example that one trainload operated by one driver can replace around 30 truckloads (30 drivers) and can be moved over a vast distance.

Bulk commodities have often been seen as the most suitable for rail transport due to the economies of scale over longer distances, the increased weight capability and the ability to transport a greater volume in one journey.

## Other information

A letter was sent to all of Worcestershire's District and Borough Councils requesting any information relevant to the transportation of waste by rail.

**Bromsgrove District Council** – no information was received.

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<sup>1</sup> <http://www.freightbestpractice.org.uk/multi-modal>

**Malvern Hills District Council** confirmed that they were not aware of any new railhead facilities being proposed or brought forward within the District. However, they stated that there are a number of redundant rail yard / junction sites within Malvern Hills District, although they are unaware of any intentions to reactivate these and have no knowledge of their current suitability for freight use. A number of potential new rail halt facilities have been identified in the South Worcestershire Joint Core Strategy Preferred Options, but these have been suggested on the basis of potential for passenger traffic rather than freight use. They would also be described as "extremely tentative" as support from the rail operating companies is unclear and the proposals are not developed in any detail in the emerging Worcester Transportation Strategy. Greater use of rail based freight to address waste movement within Malvern Hills District would need to be considered against any implications for capacity and timetabling for existing passenger movements, given the existing constraints upon the local rail network and the need to increase passenger usage.

**Redditch Borough Council** had no information about any new railheads within the borough and, although they stated that the network has plans to increase passenger services to Redditch to three trains per hour, they had no further information to provide. Although Redditch is served by a railway line (the Cross-City line), Redditch is the terminus of the line and it only penetrates a short way into the north of the town. This limits the opportunities for the use of rail in the borough for the transportation of waste.

**Worcester City Council** confirmed that they were unaware of any proposals for new railheads within the city and therefore no planned rail facilities which might be available to transport waste. They did, however, suggest industrial areas adjacent to the rail network which may be worthy of further consideration, including Great Western Business Park (formerly Tolladine Goods Yard) and the Blackpole Industrial Estate.

**Wychavon District Council** confirmed that there are no proposals for new railheads within Wychavon District although the Local Plan (2006) supports the principle of transporting waste by rail rather than car. Although the possibility of a new Worcester Parkway station has been mooted at Norton, to the south of Worcester, this is intended for passengers rather than freight. Hartlebury Trading Estate and Pershore Trading Estate are both on or near railway lines and therefore may have theoretical potential to be utilised for waste movement by rail freight, but all other major employment sites in the District are not near rail lines.

**Wyre Forest District Council** stated that the former British Sugar site in Kidderminster has been identified in the Local Development Framework as a key site for employment use and that there is a set of former railway sidings adjacent to the site on the Severn Valley Railway line. A saved policy in the adopted Local Plan (E.3) specifies that future proposals for the site should consider connection to the rail network for freight transport and this aspiration is maintained in the Publication Core Strategy. However, this will need to be considered alongside Network Rail plans to connect to the Severn Valley Railway line and potential for a passenger stop at Foley Park.



# Department for Transport

Road freight is the dominant form of transport over other types of freight movement in the UK due to the relatively short distances that the freight travels, with around 70% of freight origins and destinations being within the same region of the UK (Department for Transport, 2008). This is likely to have a bearing on whether new waste facilities within Worcestershire would consider investment in developing rail transfer infrastructure to be cost-effective. But, with rail producing around 0.05 kg of CO<sub>2</sub> per tonne km compared to around 0.17 kg of CO<sub>2</sub> per tonne km for road transport (Department for Transport, 2008) it is desirable that any opportunities to utilise rail transportation are encouraged.

The Department of Transport (DfT) has supported over £400 million investment in the rail network between 2008 and 2014 to induce modal shift of freight from road to rail (Rail Freight Group and Rail Freight Operators' Association, undated 3).

## Financial Support

Two support schemes are available to aid the shift from road to rail: the Freight Facilities Grant and the Mode Shift Revenue Support scheme.

Guidance (Department for Transport, 2009) states that applicants may seek grant support through the MSRS scheme as well as a Freight Facilities Grant, but that it is strongly advisable to seek advice before submitting an application and, where possible, to submit an application for both schemes at the same time. Double counting of environmental benefits to calculate the level of support from the schemes will not be permitted.

For more information on freight grants see <http://www.dft.gov.uk/pgr/freight/railfreight/rfg/> and <http://www.freightbestpractice.org.uk/default.aspx?appid=1960&cid=530>

## Freight Facilities Grants

Freight Facilities Grants provide "*provide cash incentives for businesses to take freight off congested roads and move it instead by rail or water*", supporting the cost of establishing new freight handling facilities, see <http://www.freightbestpractice.org.uk/default.aspx?appid=1960&cid=530>.

Switching freight movement to rail may require new facilities or connections and this can incur capital expenditure which may be a deterrent from realising the potential benefits. The Government's Freight Facilities Grant puts a cash value on the environmental benefits of removing lorries from the roads and can assist in the costs of setting up new facilities. The value of these environmental benefits not only includes reduced CO<sub>2</sub> emissions but also reductions in congestion, accidents, noise and air pollution.

Between 2000 and 2007, the value of grants awarded per application ranged between £26,000 and £15million, with an average of £1.2million. Funding in England is capped at a maximum of the eligible cost of implementing transport by non road modes. The fund available for the grants will increase to 2014 as shown in Table 3 below. Funding levels beyond this period are not currently known but are likely to be outlined in Government spending reviews.

**Table 3. Freight Facilities Grants funding available**

Year	2009/10	2010/11	2011/12	2012/13	2013/14
FFG Funding Available in England	£7m	£10m	£16m	£20m	£25m

The types of facilities which are eligible for support include new rail sidings, hoppers or conveyors, installing lighting, warehousing or hard standing. There are also certain exceptions, including the cost of vehicles. Table 4 gives examples of facilities supported through a Freight Facilities Grant, but further guidance on eligible and ineligible items should be sought from the Department for Transport (DfT).

**Table 4. Example of facilities supported through a Freight Facilities Grant**

Item	Examples of Eligible Capital Costs
Rail and Water	Wharves, jetties, quays, sidings, signalling, infrastructure earthworks.
Unloading and loading	Lifting / discharging installations, hoppers, fork-lift equipment trucks, conveyors, cranes.
Buildings and storage	Warehousing, silos, tanks, loading bays, storage yards, administrative buildings.
Services	Installation of power, lighting, water, drainage, fuel storage.
Access roads	Access roads (not highways), hard standing, security fencing.
Environmental protection	Dust and noise prevention equipment, screening.
Rights of way	Diversion or upgrading rights of way arising out of provision of facilities.
Design and project management costs	Fees for approved staff usually employed full time and consultant costs for design and project management. Usually ranges between 2-6% of capital costs, depending on the complexity of the scheme.

## Mode Shift Revenue Support scheme

The Mode Shift Revenue Support scheme (MSRS) is run by the Department for Transport to assist companies with the operating costs associated with running rail or inland water freight transport instead of road, where those methods are more expensive. It operates in two parts:

- MSRS (Intermodal) for the purchase of intermodal container movements by rail; and

- MSRS (Bulk and Waterways) for the purchase of other freight traffic movements by rail and all movements by inland waterway.

The MSRS scheme has approval from the European Commission to operate until 31 March 2015 and therefore grants may be limited by this date. Prior to this date the scheme will be evaluated to ascertain whether it could be extended, but it is anticipated that if it is extended the maximum rates will reduce.

## MSRS (Intermodal)

This is designed to support the movement of intermodal containers by rail in Great Britain, providing support for the deep-sea, short-sea and domestic intermodal container business that moved by rail. It is available to all traffic carried in standard intermodal units (containers, swapbodies or piggyback trailers) on railway infrastructure as defined in the Railways Infrastructure (Access and Management) Regulations 2005, with the exception of Channel Tunnel traffic.

However, there are a number of exceptions to the commodities which are eligible for MSRS (Intermodal), see Table 5, as well as the following ineligible traffic types:

- Movement by rail of non-intermodal traffic;
- Movement of bulk commodities in full or part trainload services where the party has chosen to use an intermodal unit; and
- Any movement of traffic by inland waterways.

**Table 5. Examples of commodities ineligible for MSRS (Intermodal)**

Commodity	Examples
Automotive	Finished cars/vans, car parts/panels where flows typically move in clearly defined part or full trainload volumes
Chemicals	Where flows typically move in clearly defined part or full trainload volumes
Conventional wagonload traffic	All commodities
Construction materials	Cement, clay, stone, granite, sand, timber etc
Metals	Coil, bar, aluminium, scrap etc
Minerals	Coal, lime potash, gypsum, rock salt etc
Paper and paper products	Where flows typically move in clearly defined part or full trainload volumes
Petrochemicals	Where flows typically more in clearly defined part or full trainload volumes
Waste	Industrial, domestic, nuclear etc. Where flows typically move in clearly defined part or full trainload volumes

For traffic that does not easily fit into the commodity descriptions above, the appropriate administrative body will review the economics of the rail operation in comparison with the road alternative to determine eligibility.

The maximum rates are based on the principle that traffic flow is entitled to support if justified by environmental benefits and the costs being higher by rail than by road, highlighting a 'financial need'. Applications will be prioritised by 'value-for-money' and those schemes which deliver the greatest value are most likely to succeed.

## **MSRS (Bulk and Waterways)**

This is designed to support the movement of non-containerised freight by rail and all freight on inland waterways where it would otherwise move by road. The grant is limited by the value of identified environmental benefits and/or the financial need for grant (demonstrated by a financial appraisal). Each application for support from MSRS (Bulk and Waterways) is assessed on an individual basis.

Traffic moving on rail infrastructure as defined in the Railways Infrastructure (Access and Management) Regulations 2005 is eligible for consideration for MSRS (Bulk and Waterways), except where the:

- Traffic is eligible for MSRS (Intermodal);
- Best alternative mode of transport is other than by road (e.g. coastal shipping);
- Service can be commercially justified without MSRS (Bulk and Waterways) support or would proceed in any event without it;
- Use of rail or inland waterways is a planning or other legal requirement on the site from where the freight is to be carried<sup>2</sup>.

The scheme works on the principle that a traffic flow is entitled to grant support if the environmental benefits justify it and the cost of using rail (or inland waterway) is greater than the cost of road, highlighting a 'financial need'. Environmental benefits measure the effect of removing freight from the road network, financial need is the difference between the door to door cost of using road as opposed to rail (or water) where the latter is more expensive.

Capital investment eligible under Freight Facilities Grant rules can be included in the financial appraisal up to a value of 1% of the total door to door costs of the rail or water option, up to a maximum of £30,000. If it exceeds this amount, an application for Freight Facilities Grant should be made in parallel with the application for MSRS (Bulk and Waterways).

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<sup>2</sup> If the freight will move by road to or from a different site rather than the one restricted to rail or waterway, MSRS (Bulk and Waterways) can be considered.

# Translation to the Waste Core Strategy

The Waste Core Strategy can promote the movement of waste freight by rail through its vision and objectives, policies and careful consideration of the locations it identifies as "*areas of search*". Reducing the need to move waste by road should be an integral driver behind the direction of the Strategy, and movement of waste by more sustainable transport methods such as rail can play a key role in achieving this.

When identifying areas of search, locations should be assessed for the possibility of connections to rail transport networks and those locations with existing or potential for future connections should be given priority over locations with only road connections. This is considered in the background document "*Identifying areas of search*" which is available at [www.worcestershire.gov.uk](http://www.worcestershire.gov.uk).

This should then be supported by policies in the Waste Core Strategy to ensure that both proposals within the *areas of search* and at windfall sites maximise the potential for the movement of waste by rail.

The Waste Core Strategy will need to include monitoring proposals to assess whether proposals for rail connections emerge and if the assessment of Areas of Search needs to be revised.

# Appendix 1: Worcestershire Waste Core Strategy Background Documents

To help provide a robust evidence base for the Waste Core Strategy the Council has prepared a series of background documents. These outline current thinking and have informed the approach taken to date in the development of the waste core strategy. All of these background documents are *living document* and are in a state of development and comments are invited on all available documents during the consultation period.

## Key Themes

- *Towards a Vision Statement:* sets out the vision which is driving the Waste Core Strategy and details how it has evolved through consultation process.
- *Spatial Portrait:* provides additional detail to the spatial portrait set out in this consultation. It includes a description of the County and the local factors that need to be taken into account in developing the Waste Core Strategy.
- *Spatial Strategy:* Set out how the Spatial Strategy for the WCS has been developed
- *Arisings and capacity gap:* considers waste arisings in Worcestershire and makes projections about future arisings, treatment capacity and the need for facilities.
- *Monitoring Baseline:* Establishes the baseline for indicators set out in the WCS monitoring schedule and makes recommendations for those indicators that are not currently monitored
- *Identifying 'areas of search':* sets out the approach to identifying locations suitable for waste management development, termed 'areas of search' and details all of the alternatives methods considered. It lists all potential locations assessed and details why they were, or were not, considered suitable for waste management development. This document has been informed by *ERM Industrial Estate Report*.
- *Climate Change:* is intended to form a basis for addressing climate change issues in the Waste Core Strategy. It considers mitigation through the reduction of greenhouse gas emissions, energy demands and the adaptation of waste management facilities to climate change.
- *Links with Districts & Neighbouring Local Authorities Plans and Strategies:* identifies the aspects of the guidance 'Creating Strong, Safe and Prosperous Communities' which are relevant to the production of the Waste Core Strategy. As a result of the guidance, this paper goes on to examine the links to waste in

Worcestershire's Districts and neighbouring Local Authorities plans and strategies. It also evaluates what these links mean for the Waste Core Strategy.

- *Waste Sites in Worcestershire*: details existing waste management operations in Worcestershire and analysis of the relationship between size and throughput. In order to gain this information, the majority of known waste sites in the County were visited between September 2008 and July 2009. During these visits operators were asked about any issues currently faced, any future changes anticipated, these meetings are summarised in the report.
- *Inland Waterways*: The document was developed in response to consultation comments received on behalf of British Waterways regarding the Worcestershire County Council Waste Core Strategy: Refreshed Issues & Options Consultation. It sets out the policy context relating to Inland Waterways in Worcestershire.
- *Waste Freight by Rail*: considers the potential for movements of waste by rail in Worcestershire.

## Waste Streams

- *Municipal Waste*: sets out the national and local policy context. It also includes details of the waste arisings and available capacity for treatment of municipal waste within the County.
- *Commercial and Industrial Waste*: sets out the national and local policy context. It also includes details of the waste arisings and available capacity for treatment of municipal waste within the County.
- *Construction and Demolition Waste*: sets out the national and local policy context. It also includes details of the waste arisings and available capacity for treatment of municipal waste within the County.
- *Agricultural Waste*: considers waste arising from agricultural activities in Worcestershire. It examines what agricultural waste is, how it is treated and explores the planning permitted development rights. and identifies the potential options for making provision through the Waste Core Strategy.
- *Hazardous Waste*: The document considers hazardous waste arising in Worcestershire. It includes information relating to hazardous waste in a national and regional policy context and includes details of the demand and available capacity for the treatment of hazardous waste within the County.
- *Waste Arisings from Healthcare and Related Activities - Clinical Waste and Low Level Radioactive Waste*: considers waste arising from health care and related activities, focusing on Clinical waste; and Non-nuclear low level radioactive waste. It includes information relating to clinical waste and non-nuclear low level radioactive waste in a policy context. It also includes details of the demand and available capacity for treatment of clinical and non-nuclear low level radioactive waste within the County.

Annex I considers low level radioactive waste from the nuclear industry in more detail, however it is not felt to be a significant issue in the County and is, therefore, not considered in the main body of the report.

## Management Facilities

- *Types of Facilities:* is intended to be a simple guide that gives an overview of the processes that tend to happen at a range of different facilities and lists the things that might need to be thought about when deciding where a facility would be best situated. It also sets out some of the possible impacts and benefits of each type of facility.
- *Landfill* includes background data and considers issues around types of landfill and the policy context. It also details of the demand and available capacity for landfill within the County, based on EA data and the Council's own research.
- *Metal Recycling Sites:* considers all sites in Worcestershire involved in the recycling of metal, this includes sites which sort, bulk and/or process metal and any other sites that form part of the chain of processes of recycling waste metal into a material which can be re-used. It sets out the context and background data relating to metal recycling, detailing the demand and available capacity for metal recycling within the County.
- *Waste Transfer Stations:* considers Waste transfer stations, looking at the current need and capacity in Worcestershire and wider policy context.
- *Resource Recovery from Biodegradable Waste - Composting and Anaerobic Digestion* The document considers composting and anaerobic digestion. These treatment options are considered in the same document as they both offer the opportunity to recover resources from biodegradable waste. It sets out the context and background data relating to composting and anaerobic digestion.
- *Recovering Energy from Waste - Biological and Thermal Treatment Technologies:* sets out the context and background data relating to biological and thermal technologies for recovering energy from waste including anaerobic digestion, incineration and refuse derived fuels. There is some overlap with the Worcestershire Waste Core Strategy Background Document: Resource Recovery from Biodegradable Waste: Composting and Anaerobic Digestion.
- *Waste Water Treatment Infrastructure:* examines the need for waste water treatment infrastructure in Worcestershire. It includes information relating to waste water treatment policy context. It also proposes a possible way forward for the potential issues regarding who is responsible for what aspects of managing waste water treatment and related development.



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