

Bradford Local Plan Waste Management DPD

Duty to Cooperate Statement

December 2015

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1. Introduction

- 1.1 The overarching priority for national planning policy (NPPF) is to deliver long term sustainable growth, ensuring that councils positively take into account the three pillars of sustainable development – economic, environmental and social - in their local plans. Many social, environmental and economic issues can only be effectively addressed over a number of local authority administrative boundaries. This is because people and businesses do not confine their activities to one council area. For example:
- employees may live in one area and work in another
 - retail development may attract customers from across a wide catchment area
 - people may travel to visit tourist attractions, leisure facilities or sporting venues
- 1.2 Similarly, from an environmental perspective:
- residents in some areas may consume water and power that has travelled hundreds of miles
 - surface water run-off in one location may present a flooding hazard to communities further 'downstream'
 - water and air pollution may have a damaging impact on environmental assets some distance away.
- 1.3 It is important that in drawing up Local Plans Local Planning Authorities recognise cross boundary strategic planning relationships and ensure that they properly understood and addressed.
- 1.4 The Regional Spatial Strategy (RSS) for Yorkshire and the Humber (adopted May 2008) provided the strategic context for the preparation of Local Plans in the Region. The work undertaken on the Waste Management DPD has been predicated on the need to both implement and align with the policies and strategies outlined in the RSS.
- 1.5 As part of the Government's planning reforms the Regional Spatial Strategy was removed from being part of the statutory development plan in the Localism Act. In its place the government introduced a new 'Duty to Cooperate' in order to ensure Local Plans dealt effectively with strategic cross boundary issues.
- 1.6 This Statement sets out the Council's approach to strategic planning and how it has undertaken the 'Duty to Cooperate' and how the work on the Waste Management DPD has met this Legal duty prior to submission and informed the approach of the plan as submitted. Section 2 sets out the legal and regulatory background to the duty. Section 3 sets out the strategic context including the strategic geography and the approaches to strategic planning focusing on the

approach agreed in the Leeds City Region. Section 4 sets out the background for each of the substantive strategic issues. This documents the development of the approach, key relationships, evidence and outcomes.

2.0 Duty to Cooperate

- 2.1 From 2004 Regional Assemblies and Leaders Boards (from 2009) were responsible for strategic planning which was done through regional strategies. In November 2011, the Localism Act signalled the end of regional strategies which were officially revoked in 2013.
- 2.2 Following revocation of the regional strategies in England (outside London), strategic planning is now the responsibility of unitary, district or borough councils. Authorities are expected to address strategic issues in local plans and demonstrate how this has been managed through the '**duty to co-operate**' set out in Section 110 of the Localism Act (link below) and amplified in Paragraphs 178-181 of the National Planning Policy Framework (NPPF) and in the National Planning Practice Guidance (NPPG).
- 2.3 Section 110 of the Localism Act (link below) sets out the '**duty to co-operate**'. This applies to all local planning authorities, in England as well as specified other public bodies. The duty:
 - relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council
 - requires that councils set out planning policies to address such issues
 - requires that councils and public bodies 'engage constructively, actively and on an ongoing basis' to develop strategic policies
 - requires councils to consider joint approaches to plan making where appropriate.
- 2.4 The NPPF (Paragraph 156) sets out the strategic issues where co-operation might be appropriate. Paragraphs 178-181 give further guidance on 'planning strategically across local boundaries', and highlight the importance of joint working to meet development requirements that cannot be wholly met within a single local planning area, through either joint planning policies or informal strategies such as infrastructure and investment plans. Further guidance on how the **duty to co-operate** should be applied in local planning is included in the National Planning Practice Guidance (NPPG).
- 2.5 The public bodies to which the Duty also applies include:

- Environment Agency
 - Historic England
 - Natural England
 - Mayor of London
 - Civil Aviation Authority
 - Homes and Communities Agency
 - Clinical Commissioning Groups
 - National Health Service Commissioning Board
 - Office of Rail Regulation
 - Highways England
 - Transport for London
 - Integrated Transport Authorities
 - Highway Authorities
 - Marine Management Organisation
- 2.6 These bodies are required to co-operate with councils on issues of common concern to develop sound local plans.
- 2.7 In October 2014, the National Planning Policy for Waste (NPPW) was adopted as the national strategic planning guidance for waste management. The NPPW further encourages the collaborative working with other planning authorities on the collection and sharing of data and information on waste arisings. The NPPW further emphasises the need to work collaboratively in groups with other waste planning authorities to deliver a suitable network of facilities to deliver sustainable waste management.
- 2.7 As Local Enterprise Partnerships (LEPs) are not defined by statute, they are **not** covered by the '**duty to cooperate**'. However, LEPs are identified in the regulations as bodies that those covered by duty 'should have regard to' when preparing local plans and other related activities. Their role in supporting local authorities in plan preparation, particularly in developing the evidence base, is also highlighted in NPPF (Paragraph 160). The role of the Leeds City Region LEP is set out below.
- 2.8 Local Nature Partnerships (LNPs) are also prescribed in the regulations as bodies which local authorities 'should have regard to' given their role in the management of natural environmental assets, supporting biodiversity and, in particular, identifying Nature Improvement Areas. They are relatively new partnerships and have evolved from recommendations in the Natural Environment White Paper. Bradford is part of two Local Nature Partnerships – the South Pennines LNP and the Yorkshire West LNP which are at an early stage of development. The Yorkshire West LNP is currently developing an approach for responding to area plans and a framework for engaging partners and other LNP's in this work. Bradford will continue to engage with this process as it develops.

3.0 Strategic Context

Strategic Geography

- 3.1 The portrait below sets out the overview of the key strategic spatial issues which are relevant to the Waste Management DPD.

Strategic Location

- 3.2 The District is a key Bradford is a large metropolitan authority which covers approximately 370 sq km (143 sq miles) and forms one of the five districts within the West Yorkshire conurbation. The District is located within the Leeds City Region.

Figure 1 Leeds City Region Local Authorities

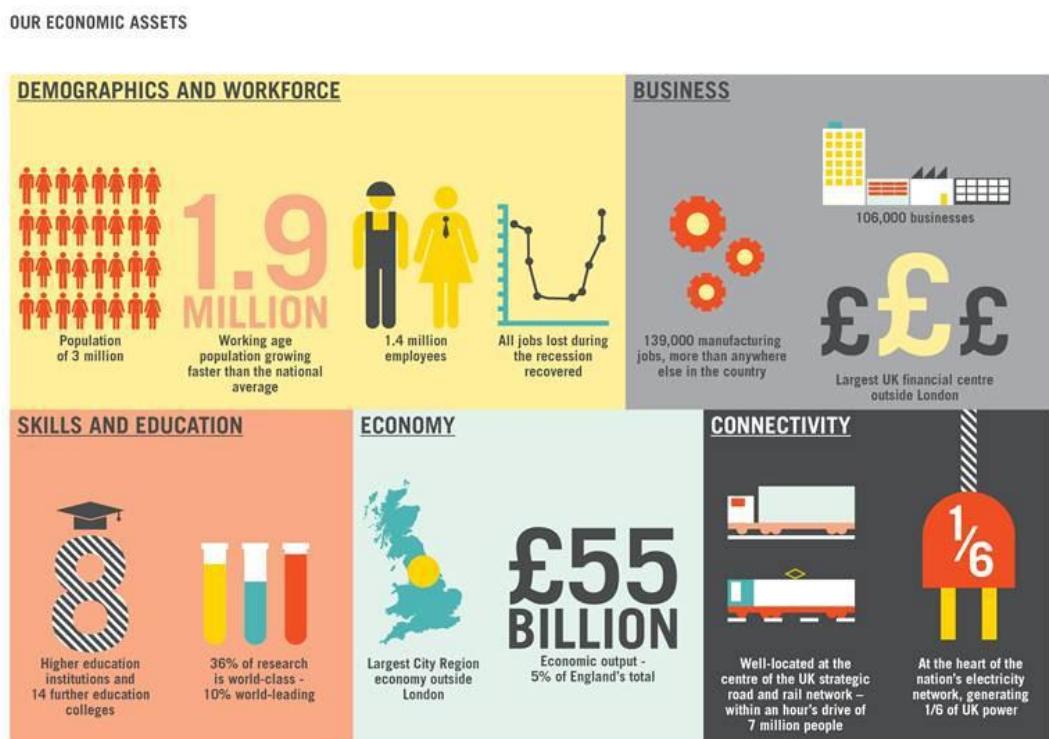


Leeds City Region

- 3.3 Leeds City Region is a diverse and polycentric economy. It covers a large geographical area, from the densest urban settlements to National Parks, and from some of the most prosperous neighbourhoods in the UK to many of the poorest.

- 3.4 Leeds City Region is the biggest of the core city region economies. It has an annual output of £55bn represents 5% of the English total. It has 106,000 businesses including world leading companies, 3 million residents and a workforce of 1.4m. Eight Higher Education institutions (one of which is in the District) and 14 Further Education Colleges (two of which are in the District) are based in LCR, home to a student population of around 230,000.

Figure 2 Leeds City Region Profile



(Source; LCR SEP 2014)

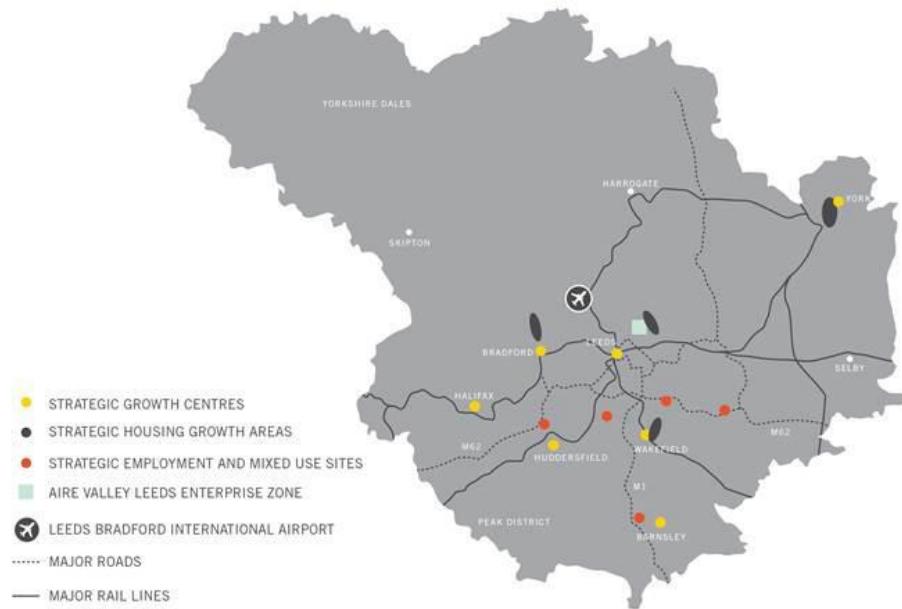
- 3.5 In 2011, the LCR published an overarching LEP Plan, setting out a vision for the City Region. This approach was refined in the 2013 Investment Plan to include more detail on its key spatial priorities for investment in connectivity, housing and regeneration to support

economic growth across the City Region. The LEP Plan and the Investment Plan together formed the basis for the further development of ideas presented in the Strategic Economic Plan submitted to government in March 2014 in support of its Growth Deal.

- 3.6 The Strategic Economic Plan (SEP) aims to unlock the full economic potential to become the growth engine for the north.
- 3.7 The Sep vision is that over the next decade and beyond it aims to:
- enable vibrant private sector growth, based on innovation and exports;
 - create a NEET-free City Region, with more and better jobs, and the skilled and flexible local workforce to sustain them;
 - become a lean, resource efficient economy underpinned by a 21st century energy infrastructure;
 - build a 21st century physical and digital infrastructure that enables us to reach our growth potential;
 - and we will make the most of the opportunities presented by HS2 – not just the economic gains from this step change in connectivity, but also the regeneration of towns and cities across the City Region, and the jobs, new skills and business opportunities it will bring.
- 3.8 Connectivity and improvements to transport are a key element of the SEP and subsequent Growth Deal.
- 3.9 The LEP has established three categories of spatial priorities where either the growth opportunities or the level of market failure is of City Region significance: **strategic growth centres; strategic housing growth areas; and strategic employment and mixed use sites**. These are summarised in the map below.

Figure 3 Leeds City Region Spatial Priorities

OUR SPATIAL PRIORITIES



(Source; LCR SEP 2014)

- 3.10 The growth centres of regional significance are the city and town centres of Bradford, Barnsley, Wakefield, Huddersfield, Leeds, York and Halifax, alongside the Aire Valley Leeds Enterprise Zone.
- 3.11 Housing developments, both small and large, will take place in across Leeds City Region. However, the SEP concentrates only on the largest proposed housing developments, contained within our Strategic Housing Growth Programme, that are close to delivery and present the greatest investment opportunities. These include Bradford-Shipley (Canal Road Corridor).
- 3.12 Additionally, the SEP has identified a number of other major development proposals that are progressing and will combine easy motorway and public transport access with proximity to towns and labour markets. The closest one to Bradford is Cooper Bridge – a strategic employment site in Kirklees between Brighouse and Mirfield, close to the M62 (J25) and with potential focus on manufacturing and engineering.
- 3.13 In July 2012 a 'City Deal' was agreed with government to boost jobs and growth, with Leeds City Region

- 3.14 The Deal gives Leeds and its partner Councils greater control over spending and decision-making to ensure interventions are in line with what our economy needs.
- 3.15 Work is currently underway on delivering the City Deal agreement, with the following projects and programmes already established in particular to support infrastructure improvements:
- 10 year £183m allocation of devolved major transport scheme funding to West Yorkshire and York
 - Pooling of business rates for West Yorkshire, York and Harrogate
 - £420m secured in 20 year deal through our [Local Growth Deal](#) to create the West Yorkshire plus Transport Fund envisaged in our City Deal
- 3.16 The Local Growth Deal extends the funding and powers already established through our City Deal to create jobs and begin delivering the ambitious agenda for growth outlined in the Strategic Economic Plan.
- 3.17 The Bradford Metropolitan District plays a major role in the Leeds City Region and beyond due to its size of population, and economy, proximity to other key centres, transport links and connectivity as well as its significant countryside and tourism offer.
- 3.18 These characteristics and what they mean for strategic planning are explored further below.
- 3.19 The Bradford Metropolitan District is characterised by a mixture of urban and rural areas with distinctive character and attractive landscapes. The topography of Bradford means most of the industrial and residential development is in the south of the district and along the valley bottoms, with the majority of the population living in the urban centres of Bradford and within the freestanding settlements of Keighley, Bingley and Shipley, in Airedale, and Ilkley, in Wharfedale. While the urban areas are quite densely developed, two-thirds of the District is rural with moorland and attractive valleys surrounding and penetrating into the urban areas.
- 3.20 The City of Bradford is located on the key transport network with access to wider Leeds City Region in particular Leeds to the east. There being strong two way movement of labour between Bradford and Leeds and north Kirklees and Calderdale.
- 3.21 The Airedale corridor links a string of communities from South Craven to the north through to Leeds in the east.

Strategic Planning in Leeds City Region (LCR)

- 3.22 There has been a long legacy of strategic cooperation and joint work within the region. The Regional Assembly working collaboratively with the Local Planning Authorities and other key bodies led in the preparation of the Regional Spatial Strategy (RSS) for Yorkshire and the Humber (adopted May 2008) which provides the strategic context for the preparation of Local Plans in the Region. The Regional Assembly provided a strong forum for coordination and alignment on strategic planning issues backed up with strategic evidence and intelligence as well as regular monitoring.
- 3.23 In addition joint working (both officer and members), has also historically taken place at the sub regional level across West Yorkshire as well as the wider Leeds City Region arrangements prior to the formal establishment of the LEP. Other formal working arrangements are also in place, which relate to specific strategic issues e.g. Pennine prospects.
- 3.24 Following the Localism Act coming into force the Secretary of State revoked the Yorkshire and Humber RSS on 6 July 2010. This revocation was subsequently quashed by High Court ruling published 10th November 2010 and subject to the then emerging Localism Bill passing into law and further work on the Strategic Environmental Assessment which itself was the subject of consultation.
- 3.25 The Government published the updated SEA of the proposed revocation of the Yorkshire and Humber Plan in September 2012.
- 3.26 An order was laid before Parliament on 29 January 2013 to formally abolish the Yorkshire and Humber Plan from 22 February 2013, with the exception of the regional strategy's green belt policies for York which will be retained until York City Council adopts a local plan defining green belt boundaries.
- 3.27 In anticipation of the impending revocation of RSS, the Leeds City Region Leaders Board approved an Interim statement on 21st April 2011 which agreed to continue to follow key elements of the RSS in their ongoing developments plans. See Appendix 1 which includes the Interim Statement in appendix A.
- 3.28 With the revocation of RSS, under the Localism Act local planning authorities as well as other prescribed bodies have a new 'Duty to Cooperate' on strategic matters which affect more than one local authority. Leeds City Region Leaders agreed the broad approach to be adopted to facilitate this at their meeting on 6 December 2012 in light of the requirements of the Act and guidance provided in NPPF.

- 3.29 The Leaders Board agreed a common methodology to capture the ‘beyond the plan area’, implications for the strategic priorities set out in paragraph 156 of the NPPF and any additional matters that are identified and shown to have such implications. This approach enables the *common tracking* of the development of understanding of the ‘beyond the plan area’ implications of the relevant plan and the evolving response to addressing these matters as the plan passes through each stage of preparation.
- 3.30 In addition, it committed to the pursuit of joint approaches to technical work whenever this is practical and will seek to ensure alignment of approaches and methodologies where joint working was not possible or appropriate.
- 3.31 In support of the LCR approach Local Plan lead officers meet bi monthly on Duty to Cooperate matters together with other key bodies including Environment Agency, and the Highways Agency. This informs operational alignment and coordination of strategic matters across the LCR Local plans. It reports where required to LCR Heads of Planning who in turn report to Directors of Development. Updates are reported to the LCR Leaders Board on Duty to cooperate matters when required.
- 3.32 The LCR Planning Portfolio Board has been established which provides a member arena for considering strategic planning issues and looks to support Local Planning authorities to discharge their ‘duty to cooperate’.
- 3.33 The approach which has developed to date and process for going forward has been formally approved in the form of a formal statement of cooperation. The ‘Leeds City Region Statement of Cooperation’ was approved at the Leaders Board at its meeting on 1 July 2014 and subsequently reported for information to the West Yorkshire Combined Authority on 18 September 2014.
- 3.34 The LCR Planning Portfolios Board intends to monitor progress with regard to implementing the commitments in the LCR Statement of Cooperation and will develop these processes, as required. To this end, the document has been recently updated as part of a wider review of strategic planning and in light of emerging good practice. The latest version of the full document is reproduced in Appendix 1.
- 3.35 The Statement identifies how authorities within the Leeds City Region Partnership will work collectively going forward, but it also sets out existing good practice being applied by city region Planning Authorities, as well as setting out the actions to be taken and tools to be used in identifying and addressing cross-boundary issues.

- 3.36 Four high level principles that will influence a joint approach to meeting the Duty to Cooperate have been identified and included in the Statement. These are:
- **Cooperation throughout the development plan process:** the Duty to Cooperate is a statutory requirement for Local Plan preparation, implementation, ongoing monitoring and review; the Duty to Cooperate therefore applies throughout the development planning process.
 - **Going beyond consultation:** effective cooperation requires sustained joint working, identifying actions and achieving outcomes.
 - **Taking a pragmatic approach:** not all issues will require cross-boundary cooperation and the scale at which cooperation needs to take place to achieve the most effective outcomes will be dependent on the nature of the strategic matter.
 - **Responding to all requests to engage:** at a local level where planning authorities within the Leeds City Region partnership request input into their development plan process a response will be provided from other authorities in the partnership.
- 3.37 The statement sets out the agreed LCR duty to cooperate process (Section 3) as well as the approach to strategic cooperation (Section 4). The statement identifies several key thematic strategic issues and work streams which are taking place at the LCR to cooperatively understand and plan for these issues. The details of how Bradford has used the process and arrangements in place is set out below in Section 4.
- 3.38 Outside the LCR arrangements the Local Planning Authority has worked directly with neighbouring/wider relevant LPAs and other bodies where relevant and appropriate on strategic planning matters on an ongoing basis. This has included sharing of data and information as well as discussions on strategy and policy content. These approaches and outcomes are set out below in summary in section 4.

Position of Adjoining Local Plans

- 3.39 The following sets out the position of adjoining Local Planning Authorities in terms of Local Plan preparation and strategic issues relevant to their area.
- Leeds
- 3.40 Leeds Natural Resources and Waste DPD adopted on 16th January 2013, with the adoption of policies Mineral 13 and 14 on 16th September 2015.

Wakefield

- 3.41 Wakefield Council adopted their Core Strategy in April 2009 and the Waste Local Plan in December 2009.

Kirklees

- 3.42 Kirklees Draft Local Plan consulted on November 2015.

Calderdale

- 3.43 Currently at an early stage of producing a single local plan, consultation on Site Assessment Methodology taken place in April 2015, and Call for Sites currently taking place.

Craven

- 3.44 Craven Local Plan first informal stage consultation 4th November 2014, with further informal consultation in September 2015.

Harrogate

- 3.45 Currently preparing a single local plan which updates strategic policies including housing need following withdrawal of sites DPD. Local Plan Issues and Options consultation undertaken in July 2015.

Pendle

- 3.46 Submitted Core Strategy in December 2014, with examination hearings concluding in April 2015. Consultation on main modifications August – September 2015.

4.0 Strategic Waste Issues

- 4.1 In line with the LCR agreed approach ,a draft table which documents the key strategic issues for the Waste Management DPD has been prepared and developed in consultation with relevant bodies and Local Authorities. The draft was developed through the LCR officer group arrangements. This has been updated to reflect the further work and discussions following publication up to submission. The Draft version is found in Appendix 8. This version was considered by the Planning Portfolio Holders held on 18 September 2015.
- 4.2 The key strategic waste management issues are outlined in more detail below with reference to how they have been developed including the evidence base, policy direction and the nature of any cooperation under the duty and the resulting influence on the plan.

Background

- 4.3 Prior to the 2010 general election the Regional Planning Bodies convened a Regional Technical Advisory Board (RTAB) in accordance

with Planning Policy Guidance 10 (updated through PPS10) in order to provide expert advice on planning for waste and a co-ordinated strategy across the former Region. These arrangements ended in 2010.

- 4.4 PPS10 remained in force with the requirement for a RTAB still in place, but between 2010 and 2013 only occasional ad hoc meetings on waste between various Yorkshire & Humber planning authorities took place. The NPPF, although making reference to waste as strategic infrastructure, it excludes specific policies on waste, instead referring to the National Waste Management Plan, consequently the requirements of PSS10 and the RTAB remained.
- 4.5 In 2013 officers of the Y&H area recognised the need to meet on a more formal basis and the Yorkshire & Humber Waste Technical Advisory Body (Y&H WTAB) was convened, with the inaugural meeting in April 2014.
- 4.6 In October 2014 the National Planning Policy for Waste (NPPW) was released, which sits alongside the NPPF as a key planning document. The NPPW ratified the action of setting up of the more formalised body of the Y&H WTAB, in that the NPPW requires that:

'planning authorities should work jointly and collaboratively to collect and share data and information on waste arising's and take account of waste arising's across neighbouring planning authority areas' (Paragraph 2)
and:

'to work collaboratively in groups to provide a suitable network of facilities to deliver sustainable waste management' (paragraph 3).

- 4.7 The Y&H WTAB is chaired by the Head of Planning from NYCC and members consist of officers from the Y&H region who represent their Waste Planning Authority, it also includes officers from the Environmental Agency. A Memorandum of Understanding (MOU) has been drawn up for the Y&H WTAB (Appendix 3), which was ratified by Leeds City Region Heads of Planning at a meeting on the 25 July 2014. The MOU outlines the purpose of the group, which is, amongst other matters, to underpin effective cooperation and collaboration between the Waste Planning Authorities in the Yorkshire & Humber area.
- 4.8 Additionally, North Yorkshire County Council took the lead on drawing up a paper for the Y&H WTAB entitled the "Yorkshire & Humber Waste Position Statement", which was agreed by officers and taken to the LCR Heads of Planning on the 25 July 2014 for consideration and ratification (Appendix 4). LCR Heads of Planning welcomed the paper and recognised the importance of co-operation (including with the Environment Agency) when considering waste

management/infrastructure and data. It was resolved that the Y&H Waste Technical Advisory Body (Y&H WTAB) should continue, with a review in July 2015.

- 4.9 The Yorkshire & Humber Waste Position Statement is intended to be a rolling document to be updated on a yearly basis by the Y&H WTAB. The most recent update was in November 2015 (Appendix 5) which was taken to the LCR Heads of Planning on the 20 November 2015. There remains work to be undertaken on this updated document, as data from the Environment Agency was late in its release however, it was resolved to return to LCR Heads of Planning in February 2016, with the intention of a presentation to Planning Portfolio Board in February 2016 for ratification.
- 4.10 Also at the 20 November 2015 LCR Heads of Planning meeting the function of the Y&H WTAB was discussed and it was agreed that the authorities of the LCR Region should continue to attend and participate in the Y&H WTAB.
- 4.11 Further stronger links have been made across the LCR by the Heads of Planning Group agreeing to appoint a Minerals and Waste Lead officer for one day a week in March 2015 (through a secondment from one of a WY authorities). Part of the role of the WY Lead officer is to facilitate corporation and joint working, along with ensuring that the appropriate liaison continues across West Yorkshire, LCR, Yorkshire & Humber and beyond, further strengthening and demonstrating that corporation and agreement between the appropriate authorities is maintained.
- 4.12 The Y&H WTAB and WY Lead officer have been successful in their purpose; the meetings and on-going officer dialogue permit issues that are more than local to be addressed. An example being landfill capacity in the West Yorkshire area.
- 4.13 Landfill capacity is a particular issue across the Y&H area and for West Yorkshire it is an issue that was raised at the last Planning Portfolio Board on the 18 September 2015, when Bradford Council presented information on the progression of its Development Plan Documents (including the Waste Management DPD) and the outcomes/issues raised through the LCR Duty to Corporate meetings outlined in para 3.31.
- 4.14 Wakefield Council raised a key cross boundary issue relating to the use of Welbeck landfill site situated within Wakefield district, and commented, other options (including other landfills) may need to be considered in the longer term. It was confirmed by the WY Lead officer for Minerals and Waste that there were twin tracking discussions ongoing with authorities across the whole region through the Y&H WTAB about dealing with future waste arising's, and a report will be brought back to this Board in due course.

- 4.15 It is acknowledged by officers of the Y&H WTAB that there appears to be an on-going decline in suitable landfill capacity across the Y&H area and that further analysis is required to determine if there is likely to be an issue in future years and if any action is required. In October/Nov 2014 the now WY Lead Officer in their role as a Bradford Council officer undertook an analysis of landfill capacity. This was shared with the members of the Y&H WTAB, discussed at a Y&H WTAB meeting (6 Nov 2014), with it concluded that across the Y & H Region there was sufficient suitable landfill capacity even if some key sites (including Welbeck) closed. The documentation associated with this is appended (Appendix 6). However, the position changes rapidly and it has been acknowledged that an update analysis is required. It was agreed at the 20 Nov LCR Heads of Planning meeting that the WY Minerals and Waste Lead Officer will on completion of the Y&H Waste Position paper draw together information on landfill capacity and other relevant waste capacity, reporting to a future LCR Heads of Planning meeting and Planning Portfolio Board with appropriate recommendations and actions.

Core Strategy

- 4.16 Policies WM1 and WM2 of the Core Strategy establishes a strategic planning framework to minimise the negative effects of the generation and management of waste on human health and the environment. The strategic policies encourage a reduced use of resources, and favours the practical application of the waste hierarchy. One of the primary mechanisms of applying this application is the delivery of an adequate range of waste management facilities to ensure waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the District.
- 4.17 Earlier drafts of the WM1 (including the Publication Draft) have stated sufficient capacity will be located within the District to accommodate forecast waste arisings of all types. However, following updates to the more detailed waste arisings and further work on Duty to Cooperate this will not be the case. The Local Plan will seek to provide for a range of new facilities to meet the need to deal with tonnages of Commercial and Industrial (C&I) and Locally Authority Collected Waste (LACW) arisings, with other waste streams including Agricultural, Construction, Demolition and Excavation Waste being managed in-situ where they arise within the District. However, hazardous waste and residual waste for final disposal (i.e. Landfill) will continue to be exported outside of the District to other local authority areas.

- 4.18 As part of work on the Core Strategy, extensive work has been undertaken on discharging the Duty to Cooperate in relation to waste management, details of which can be found in the supporting Duty to Cooperate Statement to the Local Plan Core Strategy (December 2014).
- 4.19 As part of the proposed main modification to the Core Strategy, published November 2015, the Council has amended the Core Strategy Policy WM1 to strengthen links to collaborative working with other waste authorities provide a suitable network of facilities to deliver sustainable waste management and allow the District to become net self-sufficient.

Waste Management DPD

- 4.20 The Waste Management DPD sets out the detailed planning framework for the management of waste arisings within the Bradford District. The DPD establishes a spatial vision, objectives and detailed planning policies for all waste streams, and site allocations and statements for identified LACW and C&I waste sites.
- 4.21 Through extensive work on the supporting evidence base to the Waste Management DPD, the Waste Needs Assessment, Capacity Gap Analysis and Requirement Study has identified a number of waste streams being exported out of the Bradford District. Through further analysis using the Waste Data Interrogator and Hazardous Waste Data Interrogator, significant volumes (1000> tonnes of Residual Waste for Final Disposal (i.e. Landfill) and 100> tonnes of Hazardous) were being exported to various different authorities within the region and the north of England. In order to discharge the duty to co-operate, it was considered necessary to engage with stakeholders from the local authorities areas's receiving 'significant' volumes of residual waste for final disposal (i.e. landfill) and hazardous waste due the strategy being proposed through the Local Plan Core Strategy and Waste Management DPD.
- 4.22 The Council has engaged with key stakeholders at each stage of production, with additional targeted consultation with neighbouring and other relevant authorities who currently receive Hazardous and Residual waste arisings from the Bradford District. Firstly, emails and phone calls were made to these neighbouring authorities to identify the correct officer for further contact regarding hazardous and residual waste. Once relevant contacts were identified, further contact via email was made, setting out detailed information on the waste movements (including tonnages). The local authority contacts were then informed of the proposed approach of not allocating sites for hazardous waste and residual waste, and thus the movements would continue, with views sort on this approach.

4.23 This additional consultation has been undertaken in light of the fact that hazardous and residual waste movements are likely to continue following the adoption of the DPD. The Council are of the opinion there is not sufficient need within the Bradford District to justify allocating sites for the management of Hazardous Waste and Residual Waste for Final Disposal (i.e. Landfill). These are outlined in more detail below.

Landfill

4.24 Significant amounts of non-hazardous Residual Waste for Final Disposal (i.e. Landfill) are currently being exported to two Local Authority Areas, Wakefield and Leeds,.

4.25 Both Local Authorities have been actively engaged with via LCR Heads of Planning, LCR Planning Portfolio Board, Yorkshire and Humber WTAB and various consultation exercises as part of each production stage of the Waste Management DPD. Details of the LCR Heads of Planning, LCR Planning Portfolio Board and Yorkshire and Humber WTAB engagement are set out above, and in more detail within the Appendices. There is a clear understanding of the position, with reviews being undertaken on a regular basis through the Y&H WTAB.

Hazardous Waste

4.26 A number of authorities have been identified as receiving hazardous waste exports from the Bradford District. The first round of DTC consultation with the identified authorities was undertaken in October 2012. As stated previously, initial contact was made to establish the most suitable officer to contact to discuss this topic. Once this was established via phone and email, a further email was sent to the representative officer at each local authority detailing the level of waste currently being exported to their authority area, the Council's proposed approach and inviting views on the hazardous waste exports and proposed approach.

4.27 The Council received three responses to the 2012 DTC consultation, from Leeds City Council, Chester and Cheshire West, Lancashire County Council, Kirklees Council and Salford Council. Below is a summary of the response from each:

1. Leeds City Council - Reasonable to say that Bradford would expect the Leeds treatment plants to continue to be available for liquid waste. However you may wish to give some thought as to how to explain what would happen if they closed. We have allocated and identified areas by which this could happen. Secondly, solid hazardous waste. As with liquid treatment the first choice should be treatment and re-use rather than landfilling. In this regard Bradford is equally capable as Leeds in being the location for a "soils hospital" which could serve a much wider area. Actual location would

- be a commercial consideration by the promoter but I think Bradford needs to say/show it could provide a location for a soils hospital.
2. Chester and Cheshire West - Cheshire West and Chester has a number of Hazardous Waste Treatment Facilities all of which are considered to be regionally significant and some are recognised as having a national significance both in the adopted Cheshire Replacement Waste Local Plan and in the emerging Cheshire West and Chester Local Plan. Some of these facilities have time limited Planning Permissions and you should not assume that they will be renewed or available throughout the plan period. Whilst capacity exists for such waste (bottom ash and APC residues) within Cheshire West and Chester annual capacity restrictions apply. It is noted that Bradford proposes such a new facility, no account seems to be taken of the Hazardous Waste that could be generated from the such a facility.
 3. Lancashire - I do not have concerns associated with the continued importation of the wastes identified from Bradford for treatment in Lancaster District. These movements, as I understand, related to the recovery of waste solvents. However, I do not consider that not allocating specific sites, given the uncertainties associated with the projection of hazardous waste arisings into the future, is the only appropriate policy response to the evidence. I feel that Bradford needs to be in a position to respond to any change that may come round in the waste management industry, which may result in new facilities coming forward within the areas of search identified, and would suggest the inclusion of a criteria based policy to enable applications for hazardous waste management facilities to be determined.
 4. Sheffield – Sheffield's response to the DTC Consultation centred on the need to know the exact facilities receiving the export hazardous waste from Bradford.
 5. Kirklees - In the proposed submission core strategy for Kirklees we have stated, in para 14.22, that Kirklees has sufficient capacity to deal with hazardous waste well beyond the plan period. There is a major hazardous waste site in Kirklees which has the potential to become a regionally important disposal facility should the need arise. In view of this we have no objections to the proposals made in Bradford's waste management DPD in relation to hazardous waste.
 6. Salford - It is possible to confirm that there are no known circumstances or policies adopted by the Council, which would prevent the movement of the waste you have identified to Salford.

- 4.28 In response to Leeds and Lancashire's comments on the need to plan for hazardous waste should facilities in other authority areas. The Bradford Waste Management DPD does not allocate sites for hazardous waste, but does contain a policy for assessing any application for a hazardous waste facility. Thus, the DPD is making provision for hazardous waste through a policy criteria based approach. In response the comments raised by Chester and Cheshire West in regards to bottom ash and APC residues, this relates to the former PFI project energy waste facility, which has now been terminated. The Council acknowledges other waste management facilities which create bottom ash and APC residues may be delivered through the Waste Management DPD. The Council are of the opinion these volumes would not be sufficient to warrant the allocation of a site specifically for this residual waste type over the plan period. However, should such a need arise in the future, provision of hazardous waste facilities shall be planned for through a policy based criteria approach. In response to Sheffield's comments regarding facility details, this could not be obtained from the Environment Agency. The Hazardous Waste Data Interrogator is unable to provide this level of detail and thus the information could not be supplied to Sheffield City Council.
- 4.29 In February 2015, a further round of engagement with authorities currently receiving hazardous waste was undertaken. An email was sent to each local authority contact with detailed waste exports to the authority area for the years 2010, 2011, 2012 and 2013, and the type of waste and EWC code. The local authority contact was also asked the following 4 questions:
1. Can you confirm the accuracy of the information contained in the table above regarding waste movements between Bradford and your area?
 2. Bradford Council consider a "significant" quantity of waste to be over 100tpa of hazardous waste; do you agree with these thresholds for the purposes of duty to co-operate?
 3. Do you consider the waste exported to your area to constitute a "significant" quantity of waste, are there other significant impacts (such as capacity, traffic, the need for new facilities or the specific nature of some waste streams), and do you wish to continue a dialogue with Bradford Council on waste movements? (If not, why not?)
 4. Are you aware of any proposals or strategies that could have cross-boundary impacts or affect the Bradford Waste Management DPD?
- 4.30 There have been zero responses to the February 2015 DTC email. However, further engagement shall be undertaken as part of the public consultation on the Waste Management DPD Publication Draft.

- 4.31 Leeds City Council has submitted an additional DTC response resulting from the continued work through the WTAB and the Leeds City Region Heads of Planning. A summary of which is below:

Landfill

- 4.32 It is understood that Bradford Council currently exports circa 50,000 tonnes of waste per annum to the Skelton Grange Landfill in Leeds for final disposal. The planning permission for landfilling at Skelton Grange expires on 17th April 2016 therefore Bradford Council may want to consider alternative destinations for the waste that currently goes there.

Hazardous

- 4.33 The Leeds district does not currently have a specialist facility for solid hazardous waste. However, it does have a sewage incinerator at the Knostrop Waste Water Treatment Works at Cross Green and also a clinical waste incinerator. Both facilities are safeguarded in our Natural Resources and Waste Local Plan and have capacity to take some liquid hazardous waste from the Bradford area.
- 4.34 In response to the comments raised by Leeds City Council, the Waste Management DPD is putting forward a number of sites for waste facilities which will move the management of waste up the 'hierarchy' and away from landfill. However, if the need for landfill in the Bradford District is identified in the future, the policy criteria based approach will be used to assess any future proposal.
- 4.35 Dialogue continues through LCR Heads of Planning and the Yorkshire and Humber WTAB on the capacity of waste management facilities, including landfill capacity, which will be addressed in the yearly updates of the Y&H Waste position paper and accompanying note on landfill capacity.
- 4.36 Full details of the emails and spread sheets used in communications on DTC can be found in Appendix 2.

5.0 Conclusion

- 5.1 The Statement sets out the approach to discharging the 'Duty To Cooperate'. It demonstrates that the Council has met the legal requirements for ongoing constructive and positive engagement as part of the development of the Waste Management DPD. The early stages have been underpinned by the RSS and subsequently the Leeds City Region arrangements (including the new Y & H WTAB) which have provided a formal framework for dealing with duty to cooperate issues. The LCR arrangements have been supplemented by more detailed

work with individual authorities and bodies as appropriate to the strategic issues including those beyond the LCR where necessary.

- 5.2 The Statement also sets out the outcomes from the engagement and how they have been addressed.
- 5.3 It should be noted that this statement sets out a summary of duty to cooperate activity on key issues to demonstrate legal compliance and further detail is available if required.

Appendix 1 – LCR Statement of Cooperation

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1.Introduction

- 1.1 The Duty to Cooperate became a statutory requirement on the 15th November 2011; it is a legal duty on Local Planning Authorities and certain public bodies¹ to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 1.2 The Leeds City Region is the functional economic area made up of the local authority districts of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York and North Yorkshire County Council². The Leeds City Region partnership of local authorities has a long history of collaboration on spatial planning and economic issues and has well-established partnership arrangements; formerly through the wider Yorkshire and Humber Regional Assembly partnership which informed the development of the Regional Spatial Strategy for Yorkshire and the Humber (RSS) and currently through the Leeds City Region Partnership (LCRP) which incorporates the Leeds City Region Enterprise Partnership.
- 1.3 Leeds City Region Planning Portfolios Board has prepared this Statement of Cooperation for Local Planning to outline the practical steps that are being taken to meet the Duty to Cooperate; the purpose of the Statement is twofold:
 - To set out processes and practical steps to be followed going forward, that will strengthen the Leeds City Region authorities' approach to collaborative working;
 - To outline the current collaborative work on strategic, cross-boundary issues that is ongoing within the Leeds City Region.
- 1.4 This Statement of Cooperation sets out the legislation and guidance relating to the Duty to Cooperate. It outlines the Leeds City Region Duty to Cooperate process including best practice examples. The Statement also provides details of the current governance structures in place within the Leeds City Region to support collaborative working; it includes details of the Leeds

¹Environment Agency, English Heritage, Natural England, Civil Aviation Authority, Homes and Communities Agency, Clinical commissioning groups, National Health Service Commissioning Board, Office of Rail Regulation, Integrated Transport Authority, Highway authorities (including the Secretary of State).

²NYCC, the eleventh local authority, is a planning authority in respect of minerals and waste only, but also a strategic infrastructure provider in relation to the District Councils of Craven, Harrogate and Selby.

City Region strategic context and the current agreed priorities. It is proposed that this Statement be revised annually.

2.Legislation and Guidance

- 2.1 The Localism Act (2011) and the National Planning Policy Framework requires local planning authorities specifically to cooperate with other planning authorities, public bodies and stakeholders on strategic matters affecting two or more planning areas.

The Localism Act 2011

- 2.2 The key legislation governing the Duty to Cooperate is the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011. Section 33A of the 2004 Act requires local planning authorities to “.....*engage constructively, actively and on an on-going basis.....*” with other local planning authorities, County Councils and other prescribed public bodies when preparing development plan documents and other local development plan documents. The Duty to Cooperate also includes supporting activities, such as the preparation of the evidence base.
- 2.3 The Duty to Cooperate should be applied to any “*strategic matter*” related to the preparation of the document. A strategic matter is defined as “*sustainable development or use of land that has or would have a significant impact on at least 2 planning areas including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas*” (section 33A (4) (a)). The aim of such cooperation is to maximise the effectiveness of the documents.
- 2.4 In this regard local authorities and others are required to engage constructively, actively and on an ongoing basis. Regard must also be had, under section 33A (9) and regulation 4(2), to the activities of Local Enterprise Partnerships as they relate to the Local Plan and supporting activities. Local Enterprise Partnership means a body, designated by the Secretary of State, which is established for the purpose of creating or improving the conditions for economic growth in an area.

The National Planning Policy Framework

- 2.5 Paragraphs 178-181 of the National Planning Policy Framework (NPPF) provide guidance on planning strategically across local boundaries. Paragraph 181 states that:
- “Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a*

memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development”.

- 2.6 Section 33A (6) of the Act adds legal weight to this guidance, requiring the Council to consider whether to prepare agreements on joint approaches to strategic planning, including whether to prepare joint local development documents with neighbouring local planning authorities.
- 2.7 Paragraph 178 of the NPPF also states that “*public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities ...*” The NPPF (paragraph 156) states that such priorities should include strategic priorities to deliver:
 - the homes and jobs needed in the area;
 - the provision of retail, leisure and other commercial development;
 - the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
 - the provision of health, security, community and cultural infrastructure and other local facilities; and
 - climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

However the NPPF makes it clear that this list is not exhaustive.

National Planning Policy Guidance

- 2.8 On March 6th 2014 the Government published the National Planning Policy Guidance (NPPG); it is available at the following link: [National Planning Practice Guidance](#). NPPG replaces a number of older guidance notes and complements the National Planning Policy Framework (NPPF). With regard to the Duty to Cooperate, NPPG confirms that the duty is the responsibility of local planning authority councillors and officers; leading discussion, negotiation and action to ensure effective planning for strategic matters in their Local Plans. The guidance also reiterates that it is not a duty to agree but that every effort should be made to secure the necessary cooperation on strategic cross boundary matters before a Local Plan is submitted for examination. Further guidance is also provided on circumstances where an authority will not cooperate.

Other Guidance Documents

- 2.9 As well as the PAS 'Doing your Duty' early practice paper (2013), other useful guidance documents include '[A Simple Guide to Strategic Planning and the Duty to Cooperate](#)' (2011) produced by the Planning Advisory Service and in '[Transition to the Localism Act and the NPPF](#)' (2012) produced by the Planning Officers Society. The processes described in this Statement make reference to the guidance, including directly addressing the following key messages from the PAS guidance.

PAS Guidance	Leeds City Region Enterprise Partnership Approach
Utilise existing mechanisms / governance structures if they are useful vehicles which will help demonstrate cooperation.	Use of Heads of Planning and Planning Portfolios Board within the context of the wider Leeds City Region Enterprise Partnership Structure in addition to joint working with neighbouring authorities.
For key strategic issues, look to produce joint evidence with neighbouring authorities and / or prescribed bodies	Examples of joint evidence include the Kirklees, Wakefield and Calderdale Joint Strategic Flood Risk Assessment (see p21).
Keep good and easily accessible (transparent) records of your engagement with neighbouring authorities and prescribed bodies so that it is easy to demonstrate cooperation.	Tools to demonstrate cooperation, to be used as appropriate, include the Duty to Cooperate Table, Duty to Cooperate Statements, Statements of Common Ground and Memorandums of Understanding (MoU).
The responsibility to respond to the Duty is not confined to Examination and cannot be 'retro-fitted'. It necessitates co-ordination and cooperation throughout all stages of plan preparation, planning for strategic projects and on to delivery and implementation.	Joint-working on strategic, cross-boundary issues will be undertaken throughout the development plan preparation process from early engagement through to consultation on draft plans. Planning Portfolios will be consulted at the draft plan stage (see Figures 1 and 2).

3 Leeds City Region Duty to Cooperate Process

- 3.1 The introduction of the Duty to Cooperate was an important change to the methodology of preparing Local Plans, it requires more than consultation with adjacent Councils; it requires cooperation in the preparation of plans and in the way in which plan provisions are arrived at in order to ensure that sustainable strategies are adopted and strategic issues are properly addressed; it is outcome focussed. The National Planning Policy Framework (NPPF) makes clear that cooperation should be a continuous process of engagement from initial thinking through to implementation. NPPG states that "*LPAs should bear in mind that effective cooperation is likely to require sustained joint working with concrete actions and outcomes. It is unlikely to be met by an exchange of correspondence, conversations or consultations between authorities alone*". In determining whether the Duty to Cooperate has been fulfilled it is necessary to consider both the process that has been gone through and the outcomes. The objective is effective plan-making that recognises and responds effectively to matters identified in evidence that have implications both within and beyond the Plan area.
- 3.2 Since it became a statutory requirement on 15th November 2011, the Duty to Cooperate has been tested through the examination of a number of Core Strategies and Local Plans nationally which have now progressed through to adoption; for examples of early practice on the Duty to Cooperate PAS has produced a guide which is available at the following [link](#). For information on the status of Core Strategies and Local Plans within the Leeds City Region refer to Appendix B.
- 3.3 There is no definitive list of actions that constitute effective cooperation under the Duty to Cooperate as the actions will depend on local needs. NPPG states that, "*Cooperation should produce effective policies on cross boundary strategic matters. This is what local planning authorities and other public bodies should focus on when they are considering how to meet the duty.*" The issues that authorities choose to cooperate on and the method by which cooperation is undertaken is therefore at the discretion of the Local Planning Authority. This section of the Statement provides some high level principles on how Leeds City Region planning authorities intend to cooperate on strategic, cross-boundary issues and considers some of the options for documenting the process. All authorities will find methods of cooperation and documentation that are appropriate to their local circumstances.
- 3.4 Cooperation at different levels will be required (city region, county and district), the level at which engagement is required will be determined by the strategic issues identified. Local planning authorities are likely to be required to work in different groupings for different strategic matters. [Section 33A\(6\)](#) of the 2004 Act requires local planning authorities and other public

bodies to consider entering into agreements on joint approaches. Local planning authorities are also required to consider whether to prepare local planning policies jointly under powers provided by section 28 of the 2004 Act.

High Level Principles

3.5 The Leeds City Region authorities have identified the following high level principles that will influence a joint approach to meeting the Duty to Cooperate:

- **Cooperation throughout the development plan process:** the Duty to Cooperate is a statutory requirement for Local Plan preparation, implementation, ongoing monitoring and review; the Duty to Cooperate therefore applies throughout the development planning process.
- **Going beyond consultation:** effective cooperation requires sustained joint working, identifying actions and achieving outcomes. Correspondence, conversations and consultations alone are not sufficient.
- **Taking a pragmatic approach:** not all issues will require cross-boundary cooperation and the scale at which cooperation needs to take place to achieve the most effective outcomes will be dependent on the nature of the strategic matter.
- **Responding to all requests to engage:** at a local level where planning authorities within the Leeds City Region partnership request input into their development plan process a response will be provided from other authorities in the partnership. It is acknowledged that a ‘no comment’ response is more valuable than no response.

Identifying and Addressing Strategic, Cross boundary Issues (officer led)

3.6 Figure 1 below captures key stages that planning authorities may go through to identify and address cross-boundary, strategic issues in preparing development plan documents. The diagram represents an outline example, intended to be used as a guide only, as the nature of collaboration will depend on the circumstances of the authority.

3.7 The process diagram illustrates that collaboration needs to be undertaken throughout the development plan process, it is important not to confine cooperation to any one point in the process. It also identifies that engagement in the early stages is essential in identifying the strategic cross-boundary issues. The activities that fall within the Duty to Cooperate include activities that prepare the way for or support the preparation of Local Plans this might involve joint research and evidence gathering to define the scope of the Local Plan, assess policy impacts and assemble the necessary material to support policy choices. The diagram identifies a series of actions that may be appropriate at different stages of plan preparation and for each stage possible methods of documenting collaborative working are identified.

- 3.8 It is important to note that the diagram only represents the collaboration through the plan making period, monitoring and reviewing progress on cross-boundary, strategic issues will be an on-going process beyond adoption of local development plans and throughout the policy implementation period.

Duty to Cooperate Tools

- 3.9 The list of strategic priorities included in NPPF is not exhaustive; it is therefore at the discretion of the Local Planning Authority to determine which issues they consider to have cross-boundary, strategic implications. The Leeds City Region planning authorities have developed a Duty to Cooperate Table (template) to be used as a tool in identifying strategic,cross-boundary issues and in addressing these issues; the template includes a list of policy areas where cross-boundary issue are most likely to arise. The recommendation is that all of these policy areas are considered, in addition to any additional local priorities identified. The table can be used as a tool to assist with high-level scoping of strategic, cross-boundaryissues, for the collation of responses when engaging stakeholders and to track issues throughout the plan preparation process; the tables are therefore live until the point of final submission of the development plan.
- 3.10 This template was endorsed by the Leeds City Region Leaders' Board on the 6th December 2012. A copy of this template is included as Appendix C; the template has been used by Leeds City Council, Wakefield Council, Selby Council and Kirklees Council and has been adapted by each planning authority to meet local needs.
- 3.11 Documentation of the actions undertaken to fulfil the Duty to Cooperate is essential as local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. NNPG states that authorities should submit robust evidence and that this could be in the form of a statement submitted to the examination. Evidence should include details about who the authority has cooperated with, the nature and timing of cooperation and how it has influenced the Local Plan.

- 3.12 Also included in Figure 1 as examples of documenting collaboration are Statements of Common Ground and Memorandums of Understanding (MoU). An example MoU is provided as Appendix H; the example is a framework for cooperation between South Pennine local authorities (including Kirklees, Calderdale and Barnsley within the Leeds City Region) with respect to strategic planning and development issues relating to renewable energy, in particular wind energy.³ The MoU provides a good example of joint working to cover a strategic issue dominated by the geography of the landscape rather than administrative boundaries. Authorities also report on on-going Duty to Cooperate compliance in their Annual Monitoring Reports.

Application of the Duty to Cooperate in the Leeds City Region

Wakefield Council: Site Allocations Document Preparation

It was predicted at an early stage that there might be significant cumulative impacts on the strategic road network from the development of sites. Consultation with the Highways Agency on their preferred options indicated particular pressures on the motorway junctions along the M62. A joined up approach was agreed to model the potential impacts on the strategic road network using Wakefield's site allocations data and assumed growth from early versions of adjoining authorities' Core Strategies. This modelling indicated pressure on some motorway junctions which would need significant mitigation measures – the delivery and timing of which might represent essential infrastructure if growth in Wakefield was to be realised.

Further modelling on more refined options at a later stage of the Plan allowed the Council to take on board the issues evidenced by the modelling and also allowed the Highway Agency to consider their position in determining their priorities for improvements to the motorway junctions to increase capacity. The end result was an agreed position of impact, demonstrated by robust evidence, which led to agreed mitigation measures. These measures were then written into Wakefield's Development Plan and the Highways Agency were able to confirm that their document was sound.

³ The MoU has been signed by the following authorities: Barnsley, Burnley, Bury, Calderdale, High Peak, Hyndburn, Kirklees, Lancashire CC, Pendle, Rochdale and Rossendale.

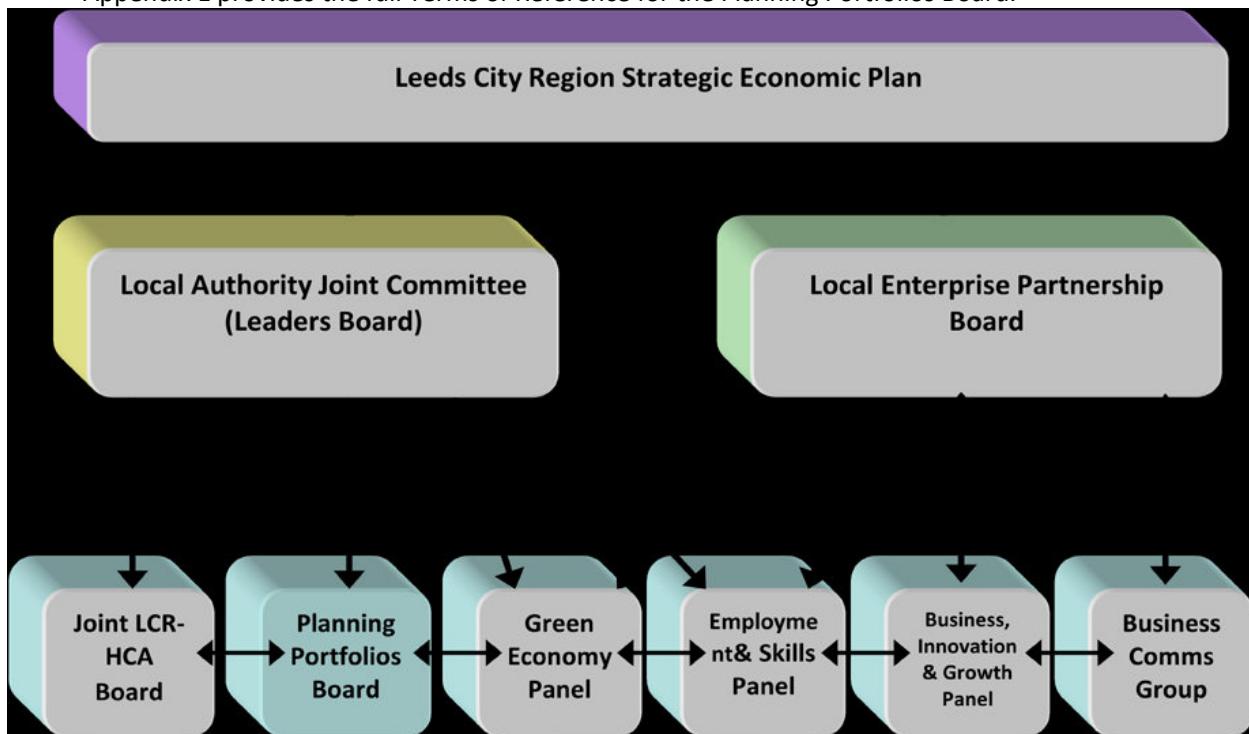
Figure 1: Process Diagram - Identifying and addressing cross-boundary, strategic issues

Stage	Actions	Documentation
Development Plan Document Preparation	Action: Internal analysis of <u>potential</u> strategic and / or cross-boundary issues arising from forthcoming development plan documents. Use of sub-regional evidence to inform analysis (see appendix F for list).	Documentation: Internal preparation of Duty to Cooperate Table for circulation (see appendix C).
	Action: Early engagement with LCR, neighbouring authorities and other stakeholders seeking views on strategic and or / cross boundary issues arising from forthcoming development plan documents. Early engagement will identify where preparation of evidence and further collaborative working is required.	Documentation: Duty to Cooperate Table (early engagement version); the table captures additional cross boundary issues raised by stakeholders engaged. Responses also recorded through the Duty to Cooperate Statement to be submitted for examination.
	Action: Circulation of early engagement version of Duty to Cooperate Table detailing potential strategic and / or cross-boundary issues and proposals for further collaborative work (for example preparation of additional evidence to support collaborative decision making).	Documentation: Formal letter to LCR, neighbouring planning authorities and other stakeholders. Duty to Cooperate Table (at this stage the table represents a shared understanding of the strategic / cross-boundary issues).
	Action: Second round of discussions, and <u>agreement</u> on issue resolution, mitigation and monitoring. This will enable further evidence to be prepared / commissioned where necessary and will help inform draft versions of the development plan documents.	Documentation: Duty to Cooperate Table (second round engagement version), the table captures agreement on issue resolution, mitigation and monitoring. Responses also recorded through the Duty to Cooperate Statement to be submitted for examination.
	Action: Circulation of second round version of Duty to Cooperate table including details of agreed issues resolution, mitigation and monitoring	Documentation: Formal letter to LCR, neighbouring planning authorities and Stakeholders. Duty to Cooperate Table (at this stage the table represents a shared understanding of the strategic / cross-boundary issues and agreement on how to address these issues).
	Action: Final round of discussions, and <u>agreement</u> on the need for statements of common ground and or memorandums of understanding.	Documentation: Discussion recorded through the Duty to Cooperate Statement to be submitted for examination.
	Action: Put in place statements of common ground and /or memorandums of understanding where necessary.	Documentation: Statements and MoUs, discussions recorded through the Duty to Cooperate Statement to be submitted for examination.

Political Oversight and Endorsement of Duty to Cooperate Outcomes (member led)

3.12 The Planning Portfolios Board is one of a series of panels and boards within the Leeds City Region structure, a diagram of the full structure and descriptions of the function of the boards and panels is provided at Appendix D. The Planning Portfolios Board has Councillor representation from each Local Planning Authority (and Senior Officer support). It was established specifically to provide political oversight on strategic planning matters⁴ and the Duty to Cooperate, advising the Leeds City Region Leaders Board and Leeds City Region Enterprise Board on appropriate actions that could / should be taken in respect of these planning matters. The Board is tasked with providing political oversight for matters relating to the Partnership's role in supporting authorities in ensuring compliance with the legal requirements of the Duty to Cooperate.

Appendix E provides the full Terms of Reference for the Planning Portfolios Board.



3.13 Collaboration on planning matters is currently supported at three specific levels through the following key groups:

- Leeds City Region Planning Portfolios Board (Members and Chief Officers)

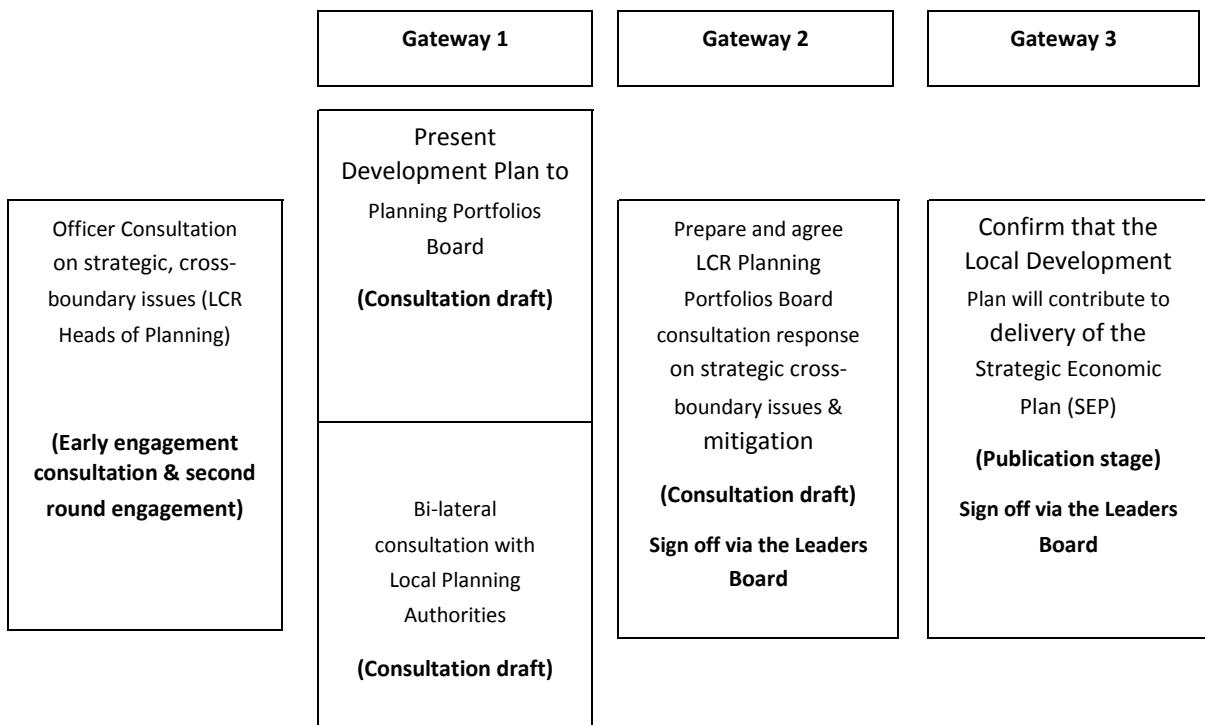
⁴ Strategic Planning is defined as 'sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas' (Localism Act, 2011).

- Leeds City Region Heads of Planning (Chief Officer Level)
- Strategic Planning (DTC) Group (Local Plan Lead Officer Level)

Leeds City Region spatial planning matters are also reported to the Leeds City Region Directors of Development Group and Leeds City Region Chief Executives' Group as required.

- 3.14 As the core function of the Portfolios Board is to provide political oversight on strategic planning matters the Board is well-positioned to advise on strategic, cross-boundary issues within local development plans. The Planning Portfolios Board was established November 2013 and a number of development plans have been presented to the Board for discussion. It is proposed that these arrangements are formalised and that all Leeds City Region authorities will formally consult the Planning Portfolios Board at draft plan stage.

Figure 2: Process Diagram – Planning Portfolios Board and the Duty to Cooperate



- 3.15 The diagram above illustrates the process; including both officer and member engagement and ensures that Leeds City Region level engagement is complementary to bi-lateral engagement. The three Gateways in the diagram above include those stages that involve input from the Planning Portfolios Board only, as illustrated in the process diagram Figure 1 collaborative working on cross-boundary issues will also be required at the early engagement and options stages of plan preparation. For context, Appendix B provides a summary of current progress on

plan making at the district level, indicating when authorities expect to be at the Examination stage for individual plans.

4 Leeds City Region Strategic Cooperation

- 4.1 The sub-regional partnership arrangements have an important role to play in supporting Local Planning Authorities in meeting the Duty to Cooperate. Planning authorities are required to engage in a co-ordinated process for securing sustainable development and resolving strategic issues, the Leeds City Region structures and activities support this process.
- 4.2 It is important to note however that the Leeds City Region Enterprise Partnership (LEP) currently has no statutory basis for decision making within the planning system. A recent [RTPI research paper](#) explores the current functional relationships between local planning authorities and LEPs on a national basis and provides useful context.

Rationale for Strategic Cooperation

- 4.3 There is a history of collaboration on spatial planning issues across the city region particularly since 2004 when work began on the Regional Spatial Strategy (RSS) for Yorkshire and Humber; the Yorkshire and Humber Plan was adopted in 2008. Following the revocation of the RSS collaboration has continued between authorities on strategic planning in part to meet the requirements of the Duty to Cooperate, but more practically because collaboration is considered locally to be good practice and to result in better planning and planning outcomes. Leeds City Region level collaboration is undertaken for a number of reasons:
 - The main functional trends and drivers for change that affect places operate at a spatial scale above local authority level. Housing markets, commercial property markets, labour markets, business agglomeration effects and supply chains, travel to work areas, utilities networks and water catchments for example do not stop at local authority boundaries. In the context of the Duty to Cooperate, understanding these greater-than-local trends and engaging with partners to identify and resolve issues is essential.
 - There is a collective interest across local authorities in the success of the most important places of growth, regeneration and change that will drive the city region's economy. Local policy development cannot be undertaken in isolation, authorities within the Leeds City Region are actively engaged in identifying and promoting / delivering strategic priorities.
 - There is a clear value in using strategic spatial analysis to develop a policy framework that will support the process for the prioritisation and integration of investment in places across

different funding streams and policy areas addressing the strategic aspects of what the Local Government Association has described as ‘place based budgeting’. This will be particularly important in the context of significant reductions in funding over the next 3-5 years and as the City Region Enterprise Partnership continues to more effectively join up its investment priorities across economic development, skills, innovation, transport and housing.

- Finally, planning policy at the district level relies to some extent on an evidence base and technical work developed across local authority boundaries because the matters being considered have cross boundary implications. Examples of this include economic forecasts, population and household projections, renewable energy, waste and minerals. Some of these areas of technical work for example minerals and renewable energy will benefit from technical work based on a geography that is wider than the city region. The preparation of joint plans and evidence is an integral part of meeting the Duty to Cooperate.

The Leeds City Region Interim Strategy Statement

- 4.4 Following the revocation of the RSS the Leeds City Region authorities produced an Interim Strategy Statement. The purpose of the 2011 Statement was to provide an interim strategic context for both plan making and major development proposals. The Statement (2011) set out that *‘the authorities in the partnership continue to support the broad policy thrust of the former RSS and the principles of urban transformation contained in the Plan’ [The Yorkshire and Humber Plan, 2008]’*. The Statement identifies a list of policies that authorities propose to adhere to from the approved RSS to ensure that the above principles were retained. The full Interim Strategy Statement is provided at Appendix A including the list of policies. The Statement was endorsed at the Leeds City Region Leaders Board meeting on Thursday 21st April 2011.

- 4.5 A review of the Strategy Statement has been included in 2014/15 Planning Portfolio Board work programme and is scheduled for autumn 2014.

The Leeds City Region Planning Charter and Consultation on Major Applications

- 4.6 In addition to collaboration on plan making the Leeds City Region is also working together to ensure that the city region has a business friendly planning system. The Leeds City Region Local Enterprise Partnership has developed a charter which sets out how the Local Planning Authorities and developers will work together to ensure that proposals major new investments will be dealt with in an efficient and effective way throughout the city region. The Charter represents the first step towards creating a seamless service for investors wherever they choose to locate in the city region. A copy of the Charter is included at Appendix G.

- 4.7 Consideration is also being given to whether the LEP Board should be consulted on major planning applications (where these are considered to be of strategic importance and or have potential cross-boundary implications). The Board would consider whether major proposed developments will achieve the ambitions of the Leeds City Region Strategic Economic Plan (SEP).

Application of the Duty to Cooperate in the Leeds City Region
Leeds City Region: DtC Officer Group

The Duty to Cooperate Officers Group was originally convened in 2012 to enable an opportunity for planning issues to be raised at an early stage that may have cross boundary implications. Authorities are encouraged to liaise and share information in the meetings but also outside the formal meetings as well. These have continued to be a regular and ongoing series of meetings with agendas prepared and agreed in advance. The meetings are formally minuted and are timed to coincide with Leeds City Region Heads of Planning meetings and Leeds City Region Leaders Board and more recently Leeds City Region Planning Portfolio Board meetings, in order to enable matters to be escalated at the appropriate time if required. The meetings provide an opportunity for joint authority working on specific evidence – through topics being raised at an early stage and the scope of the work to be undertaken. Through this process Leeds City Council for example, has been able to demonstrate compliance with the DtC legal requirement. As part of the Council's evidence submitted for Core Strategy Examination, the City Council submitted a DtC background paper. This included a matrix schedule encapsulating comments received on the plan and the mitigation put in place. This provided a basis for comparison with the earlier DtC material presented at Pre-submission stage, documenting the influence on the DtC process through the changes subsequently presented.

Strategic Context and Agreed Priorities

- 4.8 NPPG states that Local Enterprise Partnerships have a key role to play in delivering local growth by directing strategic regeneration funds and in providing economic leadership through their Strategic Economic Plans. The commitment of local planning authorities to work collaboratively with Local Enterprise Partnerships across their area is therefore considered to be vital for the successful delivery of policies for strategic growth in Local Plans. An effective policy framework for strategic planning matters, including joint or aligned planning policies, is a fundamental requirement for this.
- 4.9 As detailed in Section 2 of this Statement, Planning Authorities must have regard to the activities of the LEP; *"in meeting the Duty regard must be had to the activities of Local Enterprise Partnerships as they relate to the Local Plan and supporting activities"*. This requirement reflects the important role that both Local Enterprise Partnerships and Local Nature Partnerships need to play in strategic planning. NPPG states that: *Local Enterprise Partnerships and Local Nature Partnerships are not subject to the requirements of the duty. But local planning authorities and the public bodies that are subject to the duty must cooperate with Local Enterprise Partnerships and Local Nature Partnerships and have regard to their activities when they are preparing their Local Plans, so long as those activities are relevant to local plan making.*
- 4.10 The following is a summary of the Leeds City Region Enterprise Partnership policy framework. The LEP Vision

The LEP's new vision for the Leeds City Region is:

'To unlock the City Region's immense potential, becoming the growth engine for the North and the Nation.'

The LEP Plan

The LEP Plan set out in 2011 the Leeds City Region's original ambitions and strategy and policy framework to grow the economy. It identified four strategic investment priorities, as listed below. These have recently been updated as part of the development of the Leeds City Region Strategic Economic Plan, which was submitted to Government in March 2014.

1. Unlocking the growth potential of businesses in key economic sectors;
2. Making the most of a skilled and flexible workforce;
3. A Resource Smart City region; and
4. Creating the environment for growth: major centres, housing and transport.

The Leeds City Region Strategic Economic Plan (SEP)

The Leeds City Region Strategic Economic Plan was influenced by emerging local development plan strategies and priorities. The Strategic Economic Plan updated the four LEP plan investment priorities (now referred to as the four strategic pillars):

1. Supporting growing businesses;
2. Developing a skilled and flexible workforce;
3. Building a resource smart city region;
4. Delivering the infrastructure for growth;

The Strategic Economic Plan also sets out complementary strategic targets to be achieved by 2021:

1. £5.2bn additional economic output beyond current projections
2. 62,000 extra jobs
3. £675m in benefits savings
4. Making the City Region a net contributor to the national economy

4.11 Priority 4 of the Leeds City Region Enterprise Partnership Plan and Strategic Economic Plan: Delivering the infrastructure for growth, provides the main context for collaborative work on spatial planning within the Leeds City Region. The long term ambition is: "*To build a 21st Century physical and digital infrastructure that enables us to reach our growth potential.*" The following key action areas are identified in the Plan:

- Ensure that **transport connectivity** provides the engine for growth by implementing our delivery plan from 2015-16. This includes:
 - **West Yorkshire plus Transport Fund** – 32 prioritised schemes delivered over 10 years to increase employment opportunities and economic growth, creating 20,000 jobs and increasing economic output by £2.4bn each year;
 - **DfT legacy schemes** – three ongoing major schemes: New Generation Transport, Leeds Inner Ring Road and Leeds Rail Growth Package for 2015-16 and beyond;
 - **Accelerated Growth programmes** – quickwin transport interventions targeted at strategic growth areas and network connectivity enhancements to generate additional GVA and jobs, and prepare the Leeds City Region to be HS2-ready;
- **Double house-building** particularly in strategic housing and employment growth areas, and deliver new affordable homes;

- **Bring forward development sites** that commercial investors will not currently finance through site decontamination, clearance and other upfront infrastructure works;
- **Deliver improvements to digital and green infrastructure** to accelerate further growth and investment.

5 Strategic Issues (thematic)

- 5.1 As recommended in the Interim Strategy Statement further work is being undertaken at a city region level to establish joint positions on spatial planning issues as a strategic context for emerging Local Plans. Both the strategies and plans being taken forward in the city region, as well as the research and analysis on a city-region-wide scale will provide a robust strategic framework upon which local planning authorities can draw in the preparation of local plans; an overview of work (complete and proposed) is provided below by theme. Also included are examples of policy implementation on cross-boundary strategic issues such as transport and broadband. A number of case study examples demonstrating collaborative working are also included.

Transport Infrastructure

- 5.2 The Leeds City Region has a strong history of collaboration on transport priorities; the following is a summary of the current partnership priorities and programmes:
- There are a number of strategic plans and programmes that set out transport's contribution to the economic well-being of the Leeds City Region, as well as impacts on the environment and people's quality of life. These plans and programmes include:
 - o Strategic Economic Plan (SEP);
 - o Leeds City Region Transport Strategy;
 - o Local Transport Plans (the statutory plans for transport in West Yorkshire , York, North Yorkshire and South Yorkshire);
 - o West Yorkshire plus York Transport Fund.
 - The Leeds City Region Local Enterprise Partnership has developed an ambitious transport proposition to substantially increase transport investment in the area to promote economic growth, this is set out in the Strategic Economic Plan.
 - The Leeds City Region Transport Strategy was developed in 2009 and sets out a framework for a period of 20-25 years. It aims to improve transport across the area by meeting

existing demand for travel, tackling current problems of congestion, supporting future development and prosperity, and progressing towards a lower carbon economy.

- The West Yorkshire Combined Authority is the Local Transport Authority (LTA) for West Yorkshire, City of York Council is the LTA for York, Barnsley falls within the South Yorkshire Transport Authority area and Selby, Craven and Harrogate within the North Yorkshire Transport Authority area.
- For West Yorkshire, the third Local Transport Plan (2011-26) was developed through extensive public and stakeholder engagement by the Integrated Transport Authority, working with the five constituent District Councils. The 15 year Plan was adopted by all the partners in March 2011.
- There have been significant developments since the West Yorkshire LTP 2011 – 2026 was adopted in 2011. The most significant of these are:
 - The establishment of the WYCA on 1 April 2014;
 - West Yorkshire plus York Transport Fund 2014-24 – a £1.6bn programme of transport interventions;
 - The development of the Strategic Economic Plan 2015-21 as a bid to the Local Growth Fund. IP2 will need to be reviewed following the outcome of the Strategic Economic Plan bid in July 2014;
 - Development of High Speed 2 proposals and the need to ensure that benefits are spread across the wider city region area.
- It is proposed that, in view of these developments, a review is undertaken in West Yorkshire to develop a single transport plan for the West Yorkshire Combined Authority that sets a clear strategy and context for future interventions. In any future review, a single transport plan could also include City of York Council. It could be interpreted from the legislation (Localism Act, 2011) that the West Yorkshire Combined Authority has to comply with the Duty to Cooperate. The West Yorkshire Combined Authority will explore how this will be achieved for new documents and strategies and is currently working in partnership with the Leeds City Region Enterprise Partnership to ensure that the processes for meeting the Duty to Cooperate are aligned.
- Through the West Yorkshire plus York Transport Fund, West Yorkshire partners, with City of York Council, have developed an ambitious plan to create 22,000 jobs and economic growth across the area. The West Yorkshire plus Transport Fund is a 10 year investment plan worth £1.6bn to deliver a priority core programme of transport interventions, specifically targeted at creating new jobs and unlocking growth.

Housing

- 5.3 Meeting housing needs is one of the most important functions of Local Plans. Failure to deal with it properly can have wide-ranging implications for the whole plan and can render the whole document unsound, this is a key issue for constituent Local Planning Authorities in the Leeds City Region who are seeking to progress their local plans to significantly boost housing supply to meet needs and support economic growth.
- 5.4 The NPPF requires that Councils should positively seek opportunities to meet the development needs of their area and that Local Plans should meet objectively assessed needs unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It states that every effort should be made objectively to identify and then meet housing needs, setting out a clear strategy for allocating sufficient land, taking account of the needs of the residential community. It is clear from national guidance that the Government places considerable importance on the need to encourage house-building to meet the national shortage⁵.
- 5.5 In this context the following work is underway in Leeds City Region to both support LEP work as well as provide LPAs with up-to-date evidence for their local plan preparation:
- An updated Leeds City Region Housing and Regeneration Plan was commissioned in late 2013 to inform the Leeds City Region Strategic Economic Plan submission and update the housing and regeneration context and policy and investment priorities. A final document will be completed in Summer 2014.
 - Research has been commissioned to strengthen the Leeds City Region evidence base on housing affordability. This work will inform ongoing work with the Homes and Communities Agency on the next Affordable Housing Programme (2014-17). The research sets out what affordability means in the city region in relation to a variety of income levels in different locations and provide an understanding of the strategic affordability needs and potential interventions required to meet these needs.
 - Two key pieces of work were commissioned in the latter part of 2013 to support the work of individual authorities on planning for housing specifically and to help in addressing the requirements of the Duty to Cooperate. The first addressed a common methodology for defining the objectively assessed need for housing and the second considered cross-boundary implications of housing markets. Both of these pieces of work will be completed in Summer 2014 and will provide a joint evidence base for the Leeds City Region and each LPA.

⁵ Extract from the Letter from the Planning Inspectorate to Kirklees Council, 26th April 2013.

completed in Summer 2014 and will provide a joint evidence base for the Leeds City Region and each LPA.

Application of the Duty to Cooperate in the Leeds City Region

Kirklees, Wakefield & Calderdale Councils: Joint Strategic Flood Risk Assessment

Wakefield's Core Strategy or Sites Allocation documents both needed to be informed by a robust assessment of flood risk, particularly as it this was needed to inform whether Wakefield was able to deliver strategic levels of growth or not. The major river catchment for Wakefield which could potentially prevent growth is the River Calder, and recognising the wider catchment of the river, work was commissioned alongside Kirklees and Calderdale Councils on a joint Strategic Flood Risk Assessment. The preparation of this closely involved the Environment Agency and the findings of the study were able to be agreed between all parties.

Wakefield Council used this data in their site selection process to avoid as far as possible development within the areas of highest probability of flooding. A positive outcome of this joint working was reflected in that consequently, little or no objections were raised to the Wakefield's Core Strategy or Sites Allocation documents on flood risk grounds.

Waste and Minerals

- 5.6 Advice and guidance produced by the Government seeks to move towards enhanced working between local authorities on areas of common interest to achieve sustainable development. The nature of minerals and waste developments mean that often there are implications beyond individual planning authorities' boundaries. Each of the unitary Local Authorities in the region is a Minerals and Waste Planning Authority. In addition, as minerals and waste planning authorities, North Yorkshire County Council, the City of York Council and the North York Moors National Park Authority are producing a minerals and waste joint plan. The minerals and waste joint plan will, once finalised, set out new planning policies for minerals and waste developments across all three areas which will guide decisions on planning applications up to 2030. It is estimated that the plan will be adopted October 2015.

- 5.7 North Yorkshire County Council recently produced the first draft of a position statement on waste, covering the Yorkshire and Humber area, following a meeting of Yorkshire and Humber waste planning officers in April 2014.
- 5.8 The NPPF also requires every mineral planning authority to carry out a Local Aggregate Assessment each year. This is a new obligation and comes on top of the need to establish a (regional) Aggregates Working party and carry out annual monitoring of the production and supply of aggregates. A draft West Yorkshire Local Aggregates Assessment has been prepared and is currently being finalised in consultation with neighbouring Mineral Planning Authorities. This will help inform the consideration of further collaborative work on minerals and waste planning across West Yorkshire, including in relation updating local planning policy.
- 5.9 A Local Aggregate Assessment for the North Yorkshire Sub-region was also finalised and submitted to the (regional) Aggregates Working Party in May 2014. The LAA was prepared by North Yorkshire County Council, the City of York Council, the Yorkshire Dales National Park Authority, and the North York Moors National Park Authority.
- Broadband
- 5.10 The Leeds City Region Digital Infrastructure Plan was published in 2012 and due to the economic, social and environmental importance of enhancing digital infrastructure and broadband coverage, steps have been taken to ensure that local planning policy and decision making takes into account the priorities of the Leeds City Region Digital Infrastructure Plan. The following are current key programmes within the Leeds City Region:
- Superfast West Yorkshire Programme – BT have been commissioned to deliver a £22m broadband fibre infrastructure enhancement programme in West Yorkshire (excluding Kirklees), to deliver superfast broadband accessibility coverage to 97% of the area by September 2015. Not only will this project provide superfast broadband to 59,000 additional homes, an associated business support programme will maximise the economic impact of the investment by working with up to 2,000 companies to exploit the benefits.
 - Superfast North Yorkshire Programme – BT have been commissioned in York and North Yorkshire to similarly deliver an enhanced fibre infrastructure programme. The programme is forecast to achieve 90% coverage across the area by the end of 2014, and there is also a similar business support programme to support SMEs to exploit the enhanced broadband opportunities.

- Enhancements in broadband infrastructure in Barnsley is being taken forward in collaboration with the South Yorkshire authorities.
- SuperConnected Cities Programmes in both Leeds/Bradford and also in York. Connection vouchers worth up to £3,000 are available to SME businesses to cover the cost of upgrading to a superfast broadband connection. Investments have also focused on rolling out further activities including wireless networking within the city centres, libraries and other public buildings and free Wifi on major bus and train routes.

5.11 Leeds City Region partners are working to ensure that planning and highways departments in all of Leeds City Region's authorities are well linked with broadband programmes so that they have early sight of all roll-out plans. In West Yorkshire for example, regular and ongoing joint meetings take place between the Superfast Broadband team, BT and local authority planning and highways officers to ensure the smooth roll-out of the programme through jointly planning streetwork management within and across local authority boundaries and a number of practical measures are being taken:

- Ensuring that through both the planning policy and development management processes that fibre to all premises (homes, commercial retail) is included in planning applications or that at least ducting is put in as part of all new developments as a minimum.
- Ensuring that any planning issues are considered and built into proposals within neighbouring authorities' plans.
- Adopting appropriate Planning Performance Agreements where advantageous to do so (positive fast-track planning agreement) such as agreed for the Leeds and Bradford Super Connected Cities Programme, consider the roll out of the principles elsewhere in the city region.
- Exploring the possibility of developing a fast-track planning approach for any additional street furniture or additional structures on schools or public buildings.
- Considering the implications of new infrastructure on environmental quality and amenity, particularly in high quality environments such as Conservation Areas.

6 Conclusion

- 6.8 Leeds City Region Planning Portfolios Board has prepared this Statement of Cooperation for Local Planning to outline the practical steps that are being taken to meet the Duty to Cooperate; the purpose of the Statement is twofold:
- To set out processes and practical steps to be followed going forward, that will strengthen the Leeds City Region authorities' approach to collaborative working;
 - To outline the current collaborative work on strategic, cross-boundary issues that is ongoing within the Leeds City Region.
- 6.2 The Leeds City Region authorities have identified the following high level principles that will influence a joint approach to meeting the Duty to Cooperate:
- Cooperation throughout the development plan process;**
 - Going beyond consultation;**
 - Taking a pragmatic approach;**
 - Responding to all requests to engage.**
- 6.3 The Planning Portfolios Board is committed to partnership working to ensure a joined-up approach to spatial planning including tackling cross-boundary issues and agreeing strategic priorities; the Portfolios Board has identified long-term priorities in an ambitious work programme.
- 6.4 This Statement identifies tools that can be used by authorities to demonstrate cooperation, including the Duty to Cooperate Table, Duty to Cooperate Statements, Statements of Common Ground and Memorandums of Understanding (MoU). This Statement also identifies processes that will support authorities in meeting the Duty to Cooperate; these include a commitment to consulting the Planning Portfolios Board on draft development plans. Some of the processes identified in this Statement are new and are therefore likely to evolve; it is essential that these processes are adapted as required and it is proposed that this Statement be revised on an annual basis.
- 6.5 The governance structures within the Leeds City Region are also evolving, how these changes influence joint working on cross-boundary, strategic issues will need to be considered. The recently established West Yorkshire and York Combined Authority is one example.
West Yorkshire and York Combined Authority

- 6.6 The West Yorkshire Combined Authority, created on 1st April 2014, is a statutory body corporate for the geographical area which covers the constituent authority districts of Calderdale, Bradford, Kirklees, Leeds and Wakefield. At the first meeting of the Board on the 1st April 2014, York also became a member of the Authority with full voting rights. It is proposed for York to become a constituent authority member of the Combined Authority by as early as April 2015, subject to the passage of a legislative reform order and local agreement.
- 6.7 The Combined Authority has been put in place by local agreement, and underpinned by local public and business support, in order to deliver the ambition of Councils and the LEP to oversee the long term delivery of public economic and transport investment, including the proposed Leeds City Region Economic Investment Fund set out in the City Deal, which includes the West Yorkshire Plus Transport Fund. Committees of the Combined Authority have been established for both transport and economic growth to oversee these two key functions with a view to further collaboration over the wider Leeds City Region area.
- 6.8 Work is ongoing to consider the potential roles of the Combined Authority in relation to the economic growth function taking into account the interrelationship to the Leeds City Region Enterprise Partnership. This could involve joint working around the development and planning agendas. To be effective and to avoid the risk of duplication and confusion, it is recognised that the Combined Authority and the Local Enterprise Partnership for the area must act seamlessly.

Appendix A: Interim Strategy Statement

LEEDS CITY REGION
INTERIM STRATEGY STATEMENT
21 April 2011

Background

In July 2010 the government revoked the approved Regional Spatial Strategy for Yorkshire and the Humber. This decision has been contested through the courts with the result that currently, the RSS remains part of the Development Plan albeit with some uncertainty regarding the weight to be attached to it in decision making. In these circumstances there is considerable uncertainty surrounding the strategic policy framework for spatial planning in the Leeds City Region which addresses those matters that are 'bigger than local' and require collaboration between the Planning Authorities in the City Region.

The Government published the Localism Bill in December 2010 this includes a number of changes to the operation of planning legislation. As expected the Bill includes a 'duty to cooperate' on these strategic issues however this part of the Bill is likely be subject to amendments and its operation will only become clear once the secondary legislation that gives effect to the duty is published. The Bill also deals with the revocation of regional strategies and associated with this in Clause 89 of the Bill is the revocation of orders that have saved policies from existing development plans (the revocation of saved policies may only apply to Structure Plan policy, a clarification is being sought on this). This will particularly affect those authorities who have yet to complete work on their Core Strategies. It is expected that this Bill will become an Act sometime later in 2011.

In the period before the Localism Bill becomes an Act there is a need for an interim strategy position to help manage the uncertainty on strategic policy and to make clear the continuing support for the policy principles in the RSS that support shared objectives across the City Region . Furthermore depending on the eventual content of the Act there may well be a longer period of time before the Local Planning Authorities can give effect to what ever procedures are put in place in the Act and to address the duty to cooperate and the potential gap created by the loss of previously saved policies

The City Region Partnership had been working on a city region strand for the wider Yorkshire and Humber Strategy that was being prepared by the Yorkshire and Humber Joint Board. This Yorkshire and Humber Joint Board was dissolved and its strategy work ceased following the general election. However the City Region decided that it is important to continue work across the city region on a strategy and investment plan that would bring greater coherence to policy and investment activities of the City Region Partnership and would support the development of the City Region Local Enterprise Partnership. The development of the interim strategy statement for spatial planning is seen as part of this wider strategy development activity.

Proposed Interim Strategy Statement

The 10 Local Planning Authorities in the City Region Partnership that are required to prepare LDF Core Strategies (NYCC the eleventh local authority is a planning authority in respect of minerals and waste only) have all used the RSS as a starting point for their Core Strategies and support the urban transformation ambition that is at the core of the RSS. Where there are adopted Core

Strategies (Harrogate and Wakefield) those documents have a strong policy relationship with the RSS. Authorities who have not yet reached that stage are reviewing the relevance of the RSS approach in their ongoing work on Core Strategies. All authorities recognise that the policies in the former RSS which articulate the urban transformation ambition, should provide the start point for an interim strategy statement. Along with policies that safeguard the environmental assets of the city region and the key spatial investment priorities that are set out in the already agreed city region strategies.

Policy approach in the strategy

The authorities in the partnership continue to support the broad policy thrust of the former RSS and the principles of urban transformation contained in the Plan. To ensure these principles are retained the authorities propose to include the following policies from the approved RSS that address spatial principles in a City Region Interim Strategy Statement.

Spatial Principles

Policy YH1 Overall approach and key spatial priorities (as these apply to the Leeds City Region)

Policy YH2 Climate Change and Resource use

Policy YH3 Working Together (as this applies to the Leeds City Region)

Policy YH4 Regional Cities and sub regional cities and towns

Policy YH5 Principal Towns

Policy YH6 Local service centres and rural (and coastal) areas (as these apply to the Leeds City Region)

Policy YH7 Location of Development

Policy YH8 Green Infrastructure

Policy YH9 Green Belt (as this applies to Leeds City Region)

Thematic Policies

To ensure that the city region's environmental assets are effectively safeguarded the following thematic policies from the RSS will be included in the City Region Interim Policy Statement.

ENV1 Development and Flood Risk

ENV2 Water Resources

ENV3 Water Quality

ENV6 Forestry, Trees and Woodland

ENV7 Agricultural Land

ENV8 Biodiversity

ENV9 Historic Environment

ENV10 Landscape

H4 Affordable housing

City Region thematic strategies

The strategy statement also captures the spatial implications of key strategic investment priorities in the city region, set out below. These priorities should be reflected in Core Strategies and other Development Plan Documents.

Housing and Regeneration Strategy and Investment Plan - This strategy and investment Plan has four Key Priorities for Investment:

- Accelerated strategic growth where investment will support the growth areas in Barnsley Wakefield and Calderdale
- Promoting eco living where investment will support the delivery of:
 - the four Urban Eco Settlements: Aire Valley Leeds, York Northwest, Bradford- Shipley Canal Road Corridor, and North Kirklees / South Dewsbury; and
 - the Leeds City Region Domestic Energy Efficiency Programme to eco-retrofit the existing housing stock across the city region.
- Delivering strategic urban renewal which will support the growth and regeneration ambitions in the Leeds-Bradford Corridor, Green Corridor and Kirklees A62 Corridor.
- Supporting rural economic renaissance in the Colne and Calder Valleys

Leeds City Region Transport Strategy - This strategy describes three broad spatial priorities for transport investment:

- Priority A transport links beyond the city region
- Priority B developing the roles of the sub regional cities and towns and priority areas for regeneration and housing growth
- Priority C strengthening the service roles of principal towns

Leeds City Region Green Infrastructure Strategy -The strategy:

- Identifies the value of green infrastructure assets and the case for investing in them
- Ensures green infrastructure complements other city region investment priorities
- Establishes the current priorities for green infrastructure investment
- Impels planning and housing policy work to support widespread improvements in green infrastructure

Further Work to develop the Strategy

Clearly, what is set out is an interim position and there will need to be further work in the context of the commitment to produce a broadly based but economic-led City Region Strategy and Investment Plan.

The RSS included policies on the quantum and distribution of development, which have not been addressed in the interim strategy statement. The local authorities within the city region partnership have all undertaken reviews of the evidence that underpins these policies as part of their plan-making activities. Those authorities that have undertaken reviews in the past 12-18 months have taken account of the local implications of the range of factors that have led to a dramatic slow down in rates of development. These local reviews have led to different conclusions regarding the capacity of an area to deliver development. The partnership will work

with individual authorities to help develop our collective understanding of the social and economic factors that are driving the need and demand for development, and the financial, economic and delivery factors that are restricting the ability to meet the need and demand for development. We will use our improved understanding of these factors in the development of a second iteration of the strategy statement that will examine quantum and distribution of development and is expected to form part of the wider economic led city region strategy.

All this work will contribute to a more rounded Strategy Statement

Leeds City Region Secretariat

Regional Policy Team

Leeds City Council

Civic Hall

Leeds

LS1 1UR

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Appendix B: Leeds City Region Partner Development Plans' Status (June 2014)

Barnsley	Core Strategy	Adopted Sept 2011
	Development Sites & Places	Consultation draft June 2013
	Combined Local Plan	September 2014
Bradford	Core Strategy	Publication Draft approved by Council Dec 2013
		Published for Representations Feb/March 2014
		Submission anticipated Sept 2014
Calderdale	Local Plan	Preferred options Oct 2012
		Publish Local Plan Sept 2014
Craven	Local Plan	Early engagement June / July 2013
		Further engagement 2014 on pre-publication draft
Harrogate	Core Strategy	Adopted Feb 2009
	Sites & Policies DPD	Submission draft consultation June 2013
		Submitted Nov 2013
		Examination April 2014
		Full council meeting May 2014 to discuss whether to withdraw DPD (concerns over objective assessment of housing need)
Kirklees	Core Strategy	Submitted April 2013
		Pre Inquiry hearing Oct 2013
		Withdrawn Nov 2013 to undertake further work
Leeds	Core Strategy	Examination Oct 2013/May 2014
		Initial view on main modifications Jan 2014 and final modifications received from inspector 6 th June. Final report expected August
	Site Allocations	Issues and options published – reps received
	CIL	Examination 3 rd June 2014, report expected August
	Natural Resources and Waste DPD	Minerals and Waste Plan adopted January 2013

Selby	Core Strategy	Adopted October 2013
		Legal challenge to Core Strategy raised December 2013
		High Court Hearings 10-14 July 2014
	Site Allocations Plan (the Sites and Policies Plan – SAPP)	Proceeding to Issues and Options autumn / winter 2014
Wakefield	Core Strategy & Dev. Policies	Adopted April 2009
	Sites Specific Policies	Adopted Sept 2012
York	Local Plan	Consultation on sites spring 2014
		Autumn 2014 submission draft
North Yorks	Joint Minerals & Waste Plan NYCC NYNP & CYC	Early engagement ongoing
		Consultation 2014
	Marine Aggregates Study	Draft Nov 2013
		Finalised May 2014

Appendix C: Duty to Cooperate Table Template

Ref	Strategic Issue	Impact	Areas affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
Ref	<i>Summary of the issue (the topics below should all be considered along with any other locally identified strategic priorities).</i>	<i>Description of why it is an issue for neighbouring authorities / stakeholders.</i>	<i>Details of the authorities / stakeholders affected by the issue.</i>	<i>Evidence to show there is an issue (including links to source documents)</i>	<i>Details of how the issue can be overcome or managed</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who lead & timescale)</i>	<i>Relevant strategic priority in para 156</i>
	Housing							
	Employment							
	Retail / Leisure Commercial							
	Physical Infrastructure: Transport							
	Physical infrastructure: Other							
	Minerals							
	Energy							
	Social Infrastructure							
	Climate Change							
	Natural Environment							
	Gypsies and Travellers							
	Waste							

Appendix D: Leeds City Region Governance & Operational Groups

The Leeds City Region has worked in Partnership since 2004 when the Leaders of the eleven local authority partners decided that strategic economic policy and delivery would be best served by collaborating at the functional economic area level, which is the Leeds City Region, rather than based on administrative areas. The Leeds City Region Partnership is founded on collaboration, evidence based policy and implementation, and following the establishment of the Leeds City Region Enterprise Partnership (LEP), has seen an increased focus on delivery. The following are key milestones for the Partnership:

- Leeds City Region Concordat (2004)
- Establishment of the Leeds City Region Leaders Board (2007)
- Leeds City Region Multi Area Agreement with Government (2008)
- Leeds City Region Forerunner agreement with Government (2009)
- Establishment of the Leeds City Region Enterprise Partnership (2011)
- Leeds City Region LEP Plan (2011)
- Leeds City Region City Deal with Government (2012)
- Leeds City Region Enterprise Partnership Strategic Economic Plan (March 2014)

The diagram above provides an illustration of the Leeds City Region Governance Framework as it currently stands; it excludes the Combined Authority arrangements which are subject to confirmation:



The Leeds City Region Partnership (Leaders Board Joint Committee)

The Leeds City Region Leaders Board brings together the elected leaders of the 11 partner councils to take strategic decisions on behalf of the Leeds City Region. The Board has been legally constituted as a Joint Committee since 2007 and is governed by an annually agreed set of procedures and protocols, central to which is the principle of 'one member, one vote'. A key role of the Leaders Board has been to provide an overview and a level of continuity for strategic planning. The Leaders Board also sets direction and oversees delivery on transport, housing, regeneration and the green economy in partnership with the Leeds City Region Enterprise Partnership Board.

The LEP Board

The Leeds City Region LEP Board brings together the private and public sectors in a unique partnership to drive economic growth and competitiveness. The LEP is charged with directing its efforts to facilitating and creating the environment for economic growth. The LEP Plan expressly provides that the LEP and Leaders Board will work together to unlock the growth potential of the City Region economy by providing the cross-sector leadership required and developing a framework for delivery with partners. The LEP Plan provides that activity will be clearly aligned to achievement of the planned growth targets. It will also align with national priorities for sustainable economic growth and will build on local economic priorities. There is therefore a direct and substantive link between the activities of the LEP and Strategic Planning in the City Region.

The Leeds City Region Enterprise Partnership's recent Strategic Economic Plan submission to Government (March 2014) provides the most recent overarching strategic policy framework and investment priorities to drive and accelerate economic growth and competitiveness across the city region.

Business, Innovation and Growth Panel

The Business, Innovation and Growth (BIG) Panel will act as the designated body, on behalf of the Local Enterprise Partnership, (LEP) to:

- devise objectives, in line with the LEP's economic strategy, to drive business growth in the Leeds City Region, focusing on international trade, inward investment, innovation, and supporting SME growth;

- deliver against these objectives by commissioning and overseeing key projects and work programmes;
- provide oversight with UKTI to the international trade and investment elements of the Leeds City Region Deal through its additional function as the Leeds City Region Joint Trade and Investment Board.

The Panel is industry-led to ensure that its work is driven by the needs of business, and that interventions meet the existing and future needs of the Leeds City Region economy. The BIG Panel forges strong links with a broad coalition of partners to drive delivery of the LEP's economic plan. In particular it has links with: local authority economic development teams; HEI knowledge transfer departments; government departments and agencies including BIS, UKTI, the TSB and Nesta; inward investment and destination marketing agencies; business representative organisations and delivery agencies; and other relevant partners.

Employment and Skills Panel

The Employment and Skills Panel brings together policy-makers, delivery partners and employers in key business sectors. It works closely with the Leeds City Region Skills Partnership to achieve the LEP's aims. Research and analysis that has been commissioned by the Panel includes an analysis of the city region labour market (2013), a skills report and a skills plan (2013-15).

The Employment and Skills Panel brings together employers in key sectors, skills providers, funding agencies, policymakers and local authority leaders. It works closely with the Leeds City Region Skills Network to better align skills provision to the needs of employers and to support delivery of the LEPs Skills Plan and priorities. The Panel has commissioned significant employer research to identify need in 2012, publishes an annual assessment of the city region labour market and has developed a Skills Plan (2013).

The Panel has been instrumental in securing c.£40m of funds to support the delivery of employment and skills programmes across the city region. Its private sector representatives play a key role either as Task Group leaders or as champions for their sectors – helping to identify and address particular skills challenges affecting businesses within their sectors.

Leeds City Region HCA Board

The Leeds City Region Homes and Communities Agency (LCR HCA Board) is a joint board between the Leeds City Region Partnership and the Homes and Communities Agency. The LCR HCA Board

oversees the delivery of strategic housing and regeneration policy and delivery of projects and programmes, as set out in the Housing and Regeneration Investment Plan and associated strategies. The Board is responsible for advising the Partnership on levels of housing and regeneration investment needed, and influences the distribution of HCA and other housing and regeneration investments across the City Region.

Business Communications Group (BCG)

The BCG is responsible for communicating information about the LEP's work to the business community, and acts as an advisory group to the LEP Board about barriers to growth. The group includes representation from the Chamber of Commerce and the private sector.

Green Economy Panel

The Leeds City Region Green Economy Panel sets direction and oversees delivery on the Smart Resources agenda, particularly in relation to low carbon and sustainable energy matters. The Panel's core objective is to achieve a substantial and continued decrease in carbon emissions, alongside an increase in GVA and employment. Panel members represent both the public and private sectors.

The Planning Portfolios Board

The Planning Portfolios Board has Councillor representation from each LPA (and Senior Officer support), it was established specifically to provide political oversight on strategic planning matters and the Duty to Cooperate, advising the Leeds City Region Leaders Board and Leeds City Region Enterprise Board on appropriate actions that could / should be taken in respect of these planning matters. The Board is tasked with providing political oversight for matters relating to the Partnership's role in supporting authorities in ensuring compliance with the legal requirements of the Duty to Cooperate.

Appendix E: Draft Terms of Reference: Planning Portfolios Board

1.0 MEMBERSHIP

- 1.1 The cabinet member who holds the responsibility for Strategic Planning and the Development Plan from each authority within the Partnership (or appropriate substitute).
- 1.2 The Head of Planning from each authority (or an appropriate substitute) may attend meetings in an advisory capacity.
- 1.3 The Chair and Deputy for the group shall be selected from amongst the membership. These roles shall rotate on a yearly basis

2.0 ROLE OF THE GROUP

- 2.1 The proposed role of the Group is:
To provide political oversight on strategic planning matters and the Duty to Cooperate, advising the Leeds City Region Leaders Board and Local Enterprise Board on appropriate actions that could / should be taken in respect of these matters.
- 2.2 Strategic Planning is defined as any matter relating to sustainable development, infrastructure planning and land use planning that affects more than one local authority within the partnership. Some issues may also be reported to the Leeds City Region HCA Board as appropriate.
- 2.3 The group will in particular provide political oversight for matters relating to the Partnership's role in supporting authorities in ensuring compliance with the legal requirements of the *Duty to Cooperate* (S110 of the Localism Act).

3.0 FREQUENCY OF MEETINGS

- 3.1 It is proposed that the group shall meet 4 times a year with meetings timed to enable matters to be taken to the Leaders Board and LEP Board in a timely fashion.

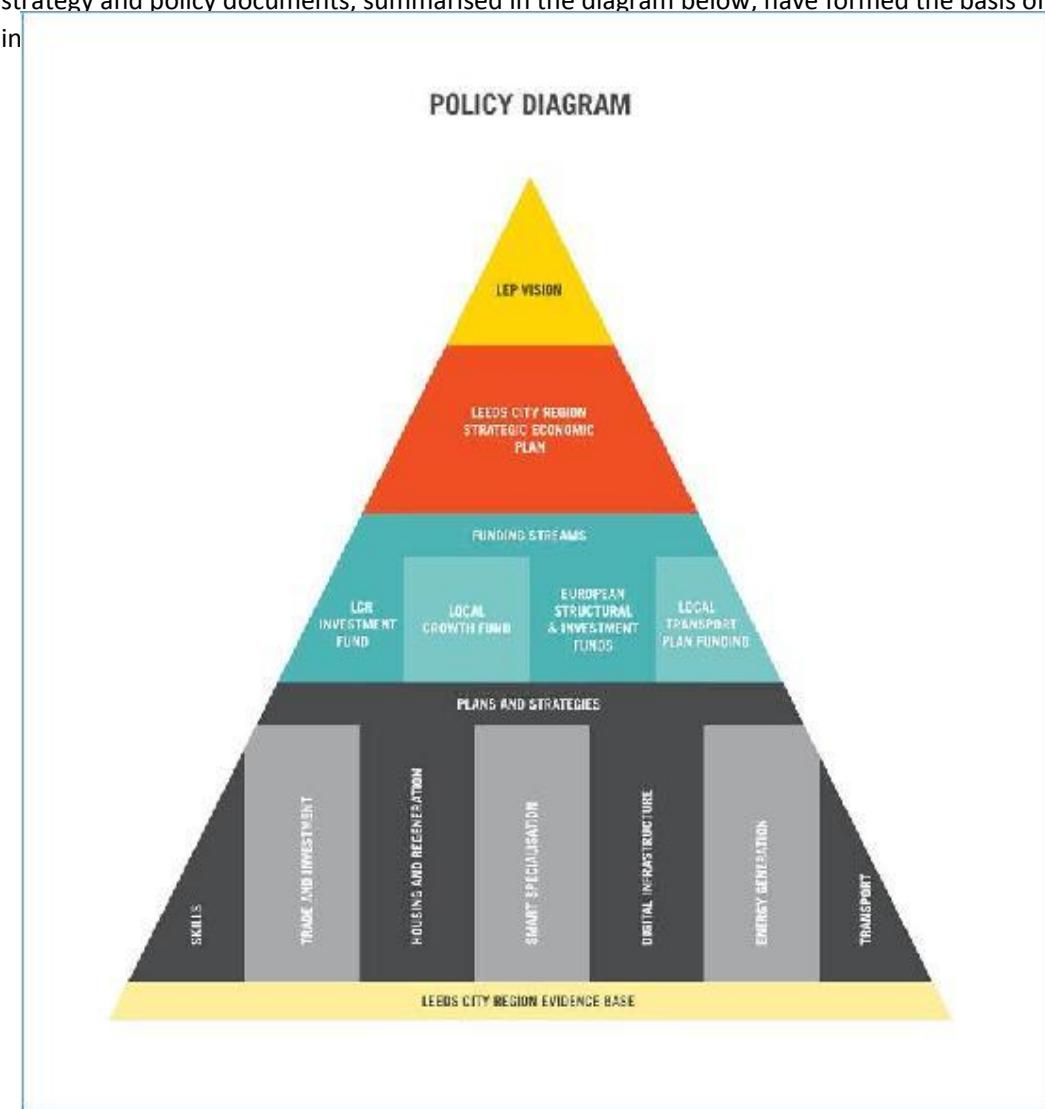
4.0 OFFICER SUPPORT

- 4.1 The Leeds City Region Secretariat shall provide officer support with the lead for this support being the Head of Infrastructure and Investment.
- 4.2 The Leeds City Region Heads of Planning Group will provide the wider officer support undertaking tasks as requested by the Leeds City Region Planning Portfolios Group on strategic planning matters.
- 4.3 Agenda and papers will normally be circulated at least 7 days in advance of the meetings.

Appendix F: Leeds City Region Evidence Base

Introduction

Over the course of the 10 years of the Leeds City Region partnership, a robust and comprehensive evidence base has been produced. This has been continuously updated and refined, and has formed the basis for the suite of strategy documents (e.g. Housing and Regeneration Strategy and Investment Framework; Connectivity Strategy; Green Infrastructure Strategy; Skills Strategy etc.) and plans upon which Leeds City Region policy is based. These strategy and policy documents, summarised in the diagram below, have formed the basis of the in



- Additionally, as part of the Strategic Economic Plan process we have commissioned new work where we felt our evidence needed refreshing, or where there were gaps in our knowledge.
- The list below provides a synopsis of the key LEP policy, strategy and evidence documents and, where available, a link to an online version.

Leeds City Region LEP Policy, Strategy and Evidence Documents

Overarching strategy and policy documents

- **Strategic Economic Plan** - in which we set out our long-term vision and ambitions for the City Region economy. It also sets out what support we are asking for from the government to help us achieve this vision, in terms of both funding from the Local Growth Fund, and additional freedoms and flexibilities to give us the power to deliver on our ambition.
- **Leeds City Region European Structural and Investment Funds Strategy (2014)** - complements our SEP and describes local needs and opportunities, desired outcomes and the rationale for proposed projects and programmes for our ESIF strategy for 2014-20.
- **Leeds City Region Investment Plan (2013, not published)** - sets out the ways in which we envisage that public and private investment will play their part in achieving our vision as set out in the LEP Plan.
- **Leeds City Region City Deal (2012)** – our landmark deal with government giving the City Region and its partner local authorities greater control over spending and decision-making to ensure interventions are in line with what our economy needs.
- **Leeds City Region LEP Plan (2011)** - the LEP Board's vision and strategy for growth across the City Region – was agreed in 2011 and sets the overall strategic parameters for our work.

Thematic policies, strategies and evidence

- **Trade & Investment Plan (2014, publication forthcoming)** – details how the LEP intends to increase inward investment into and exports from Leeds City Region.
- **Housing & Regeneration Strategy (2009, refreshed 2014)** – a refresh of our 2009 Housing & Regeneration Strategy – sets the context for future investment decisions by recognising market conditions (where they relate to both challenges and opportunities) and strategy drivers.
- **Housing & Regeneration Investment Framework (2010)** – sets out the strategic investment priorities for major housing and regeneration schemes across the city region.
- **Leeds City Region Skills Plan (2013)** – sets out how the LEP intends to achieve its aim of creating a skilled and flexible workforce to support improved productivity and jobs growth.
- **Leeds City Region Labour Market Analysis (2013)** - presents the state of the City Region labour market within the context of its economy. It shows the key supply and demand side challenges, the strengths and weaknesses and prospects for growth.
- **West Yorkshire plus Transport Fund – a draft prospectus for change (2013)** - outlines our City Deal and provides a summary of the West Yorkshire plus Transport Fund schemes, explaining their job creation potential and contribution towards economic growth.
- **Digital Infrastructure Plan (2012)** – sets out how over the next 20 years the City Region intends to develop its digital infrastructure to maximise exploitation of digital communications technology and boost its economic competitiveness.
- **Advanced Manufacturing in Leeds City Region (2012)** - analysis of the advanced manufacturing sector in the City Region detailing the size and characteristics of the sector, and its prospects for growth.

- [**Beyond Borders: Report on Leeds City Region Exports \(2012\)**](#) – joint report with local Chambers of Commerce considering how to encourage more businesses to start exporting and support existing exporters in targeting new international markets. It includes the identification of potential new markets, and analysis of the barriers to exporting.
- [**My Journey: West Yorkshire Local Transport Plan 2011-2026 \(2012\)**](#) - outlines the West Yorkshire Local Transport Plan (LTP) for 2011 to 2026. The LTP is the statutory plan for transport in West Yorkshire and sets out the needs, ambitions and strategy over a relatively long period of time as well as detailed spending proposals in the first three years.
- [**City of York Local Transport Plan 2011 – 2031 \(2011\)**](#) - sets out the transport policies and measures that will contribute to the city's economic prosperity over the next 20 years, whilst meeting challenging national and local targets for reducing emissions.
- [**Leeds City Region Mini-Stern Review \(2011\)**](#) - reviews the cost and carbon effectiveness of a wide range of low carbon options. Explores the scope for their deployment, their associated investment needs, financial returns and carbon savings, and the implications for the economy and employment.
- [**Leeds City Region Green Jobs report \(2011\)**](#) - analysis of the green jobs sector in the City Region, including a summary of regional assets, renewable & low carbon energy capacity projections, existing green jobs, higher & further education sectors, growth opportunities and vulnerable sectors.
- [**Leeds City Region Business Survey \(2011\)**](#) – locally-commissioned survey of businesses across the City Region, providing analysis of business attitudes consistent with the National Business Survey.
- [**Green Infrastructure Strategy \(2010\)**](#) - analysis of the City Region's green infrastructure and natural assets, presenting a strategy focusing on how this green infrastructure can deliver our sustainable urban growth agenda.
- [**Leeds City Region Transport Strategy \(2009\)**](#) – identifies the main issues and priority challenges for transport in Leeds City Region, the wider policy and spatial outcomes that transport needs to support, and a framework for developing interventions.
- [**Leeds City Region Key Sector Strategy \(2014, publication forthcoming\)**](#) - identifies the key sectors which can play an important role in driving growth within the City Region, and the assets, leading businesses and opportunities within them.
- [**Leeds City Region Smart Specialisation Strategy \(2014, publication forthcoming\)**](#) - analysis of the City Region's innovation assets, strengths, weaknesses and opportunities, and sets out the City Region's strategy to drive greater levels of innovation and implement smart specialisation across the City Region.
- [**Leeds City Region low carbon energy investment roadmap \(forthcoming\)**](#) – analysis of the opportunities for low carbon energy generation in the City Region to define the LEP's investment priorities.
- [**Leeds City Region Economic Assessment \(2014, publication forthcoming\)**](#) – assessment of the economic situation across Leeds City Region, including analysis of trends over the past decade and comparison of economic performance against England and other areas.
- [**West Yorkshire Local Aggregates Assessment \(2014\)**](#) – to be finalised.
- [**North Yorkshire and York Local Aggregates Assessment \(2014\)**](#) - Local Aggregate Assessment for the North Yorkshire Sub-region was also finalised and submitted to the (regional) Aggregates Working Party in May 2014.

Appendix G: Leeds City Region Planning Charter for Major Investment Proposals (2012)

The Leeds City Region Local Enterprise Partnership has developed a charter which sets out how the Local Planning Authorities and Developers will work together to ensure that proposals for major new investments will be dealt with in an efficient and effective way throughout the city region. The Charter represents the first step towards creating a seamless service for investors wherever they choose to locate in the city region.

Definitions

What is a major investment proposal?

- They are of major strategic significance in terms of one or more of the following; job growth, investment value and regeneration. Clearly the scale of this will be different in different parts of the city region, for instance the scale of proposal that is strategically significant in Bradford or Harrogate would be different. Each authority will set out which applications will be subject to the Charter;
- Or are proposals that are eligible for large scale, time limited, public funds.

The Charter Pledge

Charter Pledge sets out clearly what the developer can expect from the Local Authority and vice versa.

Local Authorities will:

- Work together to ensure and maintain a comprehensive and up to date Development Plan framework. This will:
 - Enable the delivery of the priorities in the LEP Plan;
 - Provide certainty over development opportunities;
 - and help inform investment decisions.
- The Local Authority will nominate a project co-ordinator to lead the process in conjunction with the Developer. The Local Authority nominee will:
 - Agree with the Developer a timetable and milestones for the application to deliver a decision in the shortest period of time practicable;
 - Set out requirements for consultation (internal and external) and work with the Developer to ensure appropriate pre application public consultation takes place;
 - Set out the Local Authority's aspirations for any legal agreement and land transactions;
 - Maintain a regular dialogue with the developer and ensure changes required by either the local authority or the Developer are made promptly.

- Work in partnership with customers and stakeholders to bring forward successful applications that deliver high quality sustainable development.
- Work with customers to understand their business needs and development proposals to ensure that everyone involved understands scheme viability and deliverability.
- Undertake regular reviews, led by the Local Authorities, of the service we deliver in conjunction with customers giving all involved opportunity to shape future delivery.

Developers will:

- Agree a Project Plan, including key stages and milestones, which take into account the need for discussion and review to take place, keeping the Council informed of progress at all key stages.
- Undertake an urban design analysis to inform the evolution of the scheme and the subsequent development of the design and access statement.
- Engage in meaningful pre application discussions, with adequate time allowed for the preparation of essential information and assessment proposals, including appropriate community consultation.
- Respond within the agreed timescales to requests for further information and/or revisions.
- Attend project meetings with relevant persons.
- Submit a complete planning application with appropriate supporting information as agreed with the Council, including a draft legal agreement where appropriate.

The Local Enterprise Partnership Board will receive regular reports on the performance of the agreement and will review it as required.

Appendix H: South Pennine Memorandum of Understanding on Renewable Technologies

PURPOSE

This Memorandum of Understanding establishes a framework for cooperation between South Pennine local authorities with respect to strategic planning and development issues relating to renewable energy, in particular wind energy. It is framed within the context of the Section 110 of the Localism Act 2011 and the duty to cooperate in relation to the planning of sustainable development. It sets out the way in which the authorities have, and will continue to, consult one another and work together on matters which affect the South Pennine area.

In line with the National Planning Policy Framework, particularly paragraphs 97 and 98, Planning Authorities will seek to take a positive approach to renewable energy development both in development planning and management. This will include taking opportunities to maximise strategic cross-border benefits as well as ensuring that any potential negative impacts are minimised or avoided.

PARTIES TO THE MEMORANDUM

The Memorandum is agreed by the following Local Authorities:

Insert names

OBJECTIVES

The Memorandum has the following broad objectives:

- To help secure a process and framework enabling a consistent strategic approach particularly to Wind Energy and also to other Renewable Energy issues as appropriate; including development management, strategic planning and monitoring between neighbouring local authorities
- To enable a sharing of information and views and, where appropriate, to facilitate joint working on strategic issues which affect more than one local authority area
- To facilitate joint research and procurement between neighbouring authorities
- To facilitate strategic cooperation and partnership on issues of shared interest with statutory consultees such as the Environment Agency, Natural England and English Heritage and other key consultees including planning, delivering, managing and mitigating renewable energy and its impacts

TOPIC ISSUES

The principal topics where cooperation are considered to be valuable are:

- Effective and timely consultation on planning applications, EIA Screening Opinions and Environmental Scoping Reports of cross-border significance in the South Pennines and related areas
- Development of mutually consistent databases on planning applications to enable “cumulative impact” issues to be addressed particularly on wind energy but also other technologies

- Consistent application of landscape character assessments such as the “Julie Martin Study” (or successor documents); the Peak District National Park Landscape Strategy and Action Plan and, as appropriate, other evidence base documents or cross-border landscape studies, when assessing planning proposals
- Joint procurement of evidence base documents and professional expertise where this would bring economies of scale and be mutually beneficial
- An approach to Planning Policy development and Development Management that takes into account as appropriate cross border effects on:
 - o Landscape and visual impacto Cumulative impact
 - o Historic landscape character
 - o Ecology including flora, fauna and peat
 - o Water supply, hydrogeology and flood risk
 - o Recreational assets, bridleways and footpaths o Green infrastructure
 - o Noise
 - o Cultural and built heritago Shadow Flicker
 - o Socio-economic benefits
 - o Access and grid connections
 - o Telecommunications and radar
- Cooperation on planning issues relating to the implementation of renewable networks such as District Heating schemes; energy from waste or biomass particularly where these are identified in studies such as the Greater Manchester, Yorkshire and Humber, Lancashire and East Midlands Renewable and Low Energy Studies and have clear cross-border affects
- Joint working as appropriate on policy development and implementation relating to low carbon development including Allowable Solutions and Zero Carbon development
- Consultation on Local Plan policies and SPD's on renewable energy beyond immediate neighbours where proposals are innovative or of wider interest
- Support as appropriate at Planning Inquiries
- Information sharing on current “good practice” at local and sub-regional level

MECHANISMS FOR COOPERATION

- Regular meetings will be held (at least 3 times per year) with special meetings if necessary, such as when triggered by an application of major cross-border significance or other specific issues of common interest
- Renewable energy databases will be regularly updated and circulated in particular to inform Local Authority Monitoring Reports
- Consultations on wind energy planning applications, Screening Opinions and Environmental Scoping opinions with neighbouring planning authorities will occur in the following circumstances:
 - o Affected neighbouring authorities where the Zone of Visual Influence shows an impact on land outside the host authority area
 - o Where there are significant impacts on Recreational Trails of sub-regional or greater significance

- Consultations on non-wind renewable energy applications and Environmental Scoping Opinions will be considered on a case by case basis
- Liaison on development of Planning Policy documents and SPD's
- Sharing of development management policies and validation requirements to facilitate a standardised approach to planning applications across the South Pennines

LIMITATIONS

The Local Authorities recognise that there will not always be full agreement with respect to all of the issues on which they have agreed to cooperate. For the avoidance of doubt, this Memorandum shall not fetter the discretion of any of the local authorities in the determination of any planning application, participation in evidence base studies or in the exercise of any of its statutory powers and duties.

Signed:

Organisation:

Position:

Date:

Annex One – Background Context

BACKGROUND

The South Pennine landscape straddles the borders of Greater Manchester, Derbyshire, Lancashire and North, West and South Yorkshire. Upland areas are particularly attractive for wind energy developments, ranging from very large wind farms to small individual turbines. While parts of the area such as the Peak District National Park, Forest of Bowland Area of Outstanding Natural Beauty and the South Pennine Special Protection Area/Special Area of Conservation are subject to national landscape or conservation designations substantial areas are not. Issues of cumulative visual impact from wind energy proposals are the major cross-border issue and were clearly identified in the "Landscape Capacity Study for Wind Energy Developments in the South Pennines" (2010) commissioned jointly from Julie Martin Associates by a number of authorities. There is a history of cross-border consultation on renewable energy dating back to the early 1990's through the Standing Conference of South Pennine Authorities (SCOSPA).

While wind power is the dominant cross-border energy issue other forms of renewable energy that are being developed in the area include solar power, biomass and small scale hydro. These can have localised cross-border impacts. Opportunities for development were identified in the jointly commissioned "Renewable and Low Carbon Energy Study" (Maslen 2010). Other separate studies exist for the East Midlands (LUC, CSE and SQW 2011) Greater Manchester (Aecom 2009), Lancashire (SQW/Maslen 2011/12) and Yorkshire and Humber Low Carbon and Renewable Energy Capacity Study (Aecom 2011).

Appendix 2 – Example DTC Emails

Ben Merchant

From: Ben Merchant
Sent: 17 October 2012 12:02
To: 'ldf@leeds.gov.uk'
Subject: Duty to Co-operate

Hi,

Could you please supply contact details for the officer responsible for Waste Management Planning Strategy / Policy within Leeds Local Authority Area?

It's regarding an issue of Duty to Co-operate.

Regards

Ben

Ben Merchant BA (Hons) MPlan MRTPI
Planning Officer – Local Plans
Planning, Transportation and Highways

Tel: 01274 434296 • Mob: 07582100066
2nd Floor (South), Jacobs Well, Manchester Road, Bradford, BD1 5RW

City of Bradford Metropolitan District Council
Department of Regeneration and Culture

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Ben Marchant

From: Ben Marchant
Sent: 26 October 2012 14:18
To: 'ldf@leeds.gov.uk'
Subject: Duty to Co-operate

Steve Speak,

I am contacting you today to seek your views on the discharge of the new Duty to Co-operate with specific regards to waste management.

Work undertaken on the Bradford Waste Management DPD has identified a number of cross boundary issues which need to be raised and discussed with specific local planning authorities. Investigations into existing Hazardous Waste arisings have identified a number current cross boundary movements from Bradford District to a number of other local authority districts in the north of England.

These investigations have identified approximately 3100 tonnes of hazardous waste are currently transported to Leeds district for treatment within the authority area.

Currently, the proposed approach for the management of hazardous waste (as put forward in the Bradford Waste Management DPD) is not to allocate sites for new hazardous waste management facilities, and to continue these cross boundary movements and existing relationships between private sector companies producing the waste and the company (s) within Leeds district treating it.

The enactment of the Localism Act (and subsequent adoption of the National Planning Policy Framework) introduced the statutory Duty to Co-operate, to make certain local planning authorities work collaboratively with other public bodies, ensuring strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans.

Taking this into account, the Council would like to hear your authority's views on the above and the acceptability of the above approach.

Further information can be found on the Council's website at:

http://www.bradford.gov.uk/bmdc/the_environment/planning_service/local_development_framework/bradford_waste_development_plan

If you would like to discuss this further before responding, please do not hesitate to contact me on the details below.

Ben Marchant BA (Hons) MPlan MRTPI
Planning Officer – Development Plans
Planning, Transportation and Highways

Tel: 01274 434296 • Mob: 07582100066
2nd Floor (South), Jacobs Well, Manchester Road, Bradford, BD1 5RW

City of Bradford Metropolitan District Council
Department of Regeneration and Culture

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From: Ben Marchant
Sent: 20 February 2015 12:29
To: 'Max.Rathmell@leeds.gov.uk'
Subject: Duty to Cooperate

Dear Max,

As a continuation of the correspondence sent in October 2012 and to further discussion, I am contacting you today to seek your views on the discharge of the Duty to Co-operate with specific regards to waste management .

Work undertaken on the Bradford Waste Management DPD has identified a number of cross boundary issues which need to be raised and discussed with specific local planning authorities. Investigations into existing Hazardous Waste arisings have identified a number current cross boundary movements from Bradford District to other local authority areas in the north of England.

Bradford currently generates a small amount of hazardous waste (approx. 19,000tpa) and approx. 3,500tpa is managed within the Bradford District, with the remainder exported out of the District.

The Hazardous Waste Data Interrogator has identified the following movements of hazardous waste from Bradford District to Leeds:

District	Type of Waste	EWC Code	Waste Fate	Year	Tonnage
Leeds	Pickling Acids	110105	Treatment	2013	424.5
	Other waste containing dangerous substances	110207		2012	659.6
				2011	1009.7
				2010	692.2
	Maching emulsions and solutions free of halogens	120109	Treatment	2013	574.8
				2012	842.9
				2011	413.8
				2010	81.3
	Other engine, gear and lubricating oils oily water from oil/water seperators	130208	Recovery / Transfer	2013	517.7
		130507	Treatment	2012	742.7
				2011	625.2
				2010	809.4
	aquous liquid wastes containing dangerous substances	161001	Treatment	2013	32
				2012	434.6
				2011	659.2
				2010	655.2
	wastes whose collection and disposal is subject to special requirements in order to prevent infection	180103	Incineration without energy recovery / transfer	2013	151.7
				2012	120
				2011	277.5
				2010	658.3
	sludges containing dangerous substances from biological treatment of industrial waste water	190811	Treatment	2013	N/A
				2012	115.5
				2011	62.1
				2010	145.8

It should be noted that hazardous waste facilities require economies of scale so that provision of facilities within the Plan area for the very small quantities of arising's would be unlikely to

be viable unless a new facility were to import significant quantities from outside the Plan area. The Council are therefore of the opinion the most sustainable and environment effective way of managing forecast waste arising's for Hazardous Waste is to maintain the existing movements to facilities within the Yorkshire and Humber Region and beyond.

Therefore, the proposed approach for the management of hazardous waste (as put forward in the Bradford Waste Management DPD) is not to allocate sites for new hazardous waste management facilities, and to continue these cross boundary movements and existing relationships between private sector companies producing the waste and the company (s) within Leeds treating it. However, should an application be submitted for a hazardous waste management facility in the Bradford District, the Council would be supportive of such a proposal if it were compliant with the policies contained within the Core Strategy, Waste Management DPD, National Planning Policy Framework, National Planning Policy for Waste and any other material consideration.

The enactment of the Localism Act (and subsequent adoption of the National Planning Policy Framework) introduced the statutory Duty to Co-operate, to make certain local planning authorities work collaboratively with other public bodies, ensuring strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans.

Taking this into account, the Council would like to hear your authority's views on the above and to respond to the following questions:.

- 1. Can you confirm the accuracy of the information contained in the table above regarding waste movements between Bradford and your area?**

- 2. Bradford Council consider a “significant” quantity of waste to be over 100tpa of hazardous waste; do you agree with these thresholds for the purposes of duty to co-operate?**

- 3. Do you consider the waste exported to your area to constitute a “significant” quantity of waste, are there other significant impacts (such as capacity, traffic, the need for new facilities or the specific nature of some waste streams), and do you wish to continue a dialogue with Bradford Council on waste movements? (If not, why not?)**

- 4. Are you aware of any proposals or strategies that could have cross-boundary impacts or affect the Bradford Waste Management DPD?**

Further information can be found on the Council's website at:

http://www.bradford.gov.uk/bmdc/the_environment/planning_service/local_development_framework/bradford_waste_development_plan

If you would like to discuss this further before responding, please do not hesitate to contact me on the details below.

Regards

Ben Merchant BA (Hons) MPlan MRTPI

Planning Officer – Development Plans

Planning, Transportation and Highways

Tel: 01274 434296 • Mob: 07582100066
2nd Floor (South), Jacobs Well, Manchester Road, Bradford, BD1 5RW

**City of Bradford Metropolitan District Council
Department of Regeneration and Culture**

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DRAFT
Memorandum of Understanding
Yorkshire and Humber Waste Technical Advisory Body (Y&H WTAB)

July 2014

1. Introduction

- 1.1 Each Unitary, County and National Park Authority is responsible for planning for sustainable waste management in their area and for the preparation of local plans which address waste.
- 1.2 Section 110 of the Localism Act sets out a duty to cooperate in relation to planning of sustainable development, under which planning authorities are required to engage constructively, actively, and on an ongoing basis in any process where there are cross-boundary issues or impacts.
- 1.3 In addition, the National Planning Policy Framework (NPPF) refers to planning authorities having a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities defined in paragraph 156 which includes waste management infrastructure. The NPPF expects local planning authorities “to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts” (paragraph 181). The ‘tests of soundness’ (paragraph 182) also require planning authorities to work with their neighbours: to be “positively prepared” a plan should seek to meet “unmet requirements from neighbouring authorities where it is reasonable to do so”; and to be “effective” a plan should be “based on effective joint working on cross-boundary strategic priorities”.

2. Purpose

- 2.1 The purpose of this Memorandum is to underpin effective cooperation and collaboration between the Waste Planning Authorities in the Yorkshire and Humber area in addressing strategic cross-boundary issues that relate to planning for waste management.
- 2.2 It sets out matters of agreement, reflecting the spirit of co-operation between the Parties to the Memorandum. .

3. Aims

- 3.1 The memorandum has the following broad aims:
 - to ensure that planned provision for waste management in the Yorkshire and Humber Area is co-ordinated, as far as is possible; and

- to ensure that the approach to waste planning throughout the Yorkshire and Humber Area is consistent as possible between authorities.
- to provide a framework for the on-going liaison and co-operation between waste planning authorities in the Yorkshire and Humber Area.

4. Limitations

4.1 The Parties to the Memorandum recognise that there will not always be full agreement with respect to all of the issues on which they have a duty to cooperate. For the avoidance of doubt, this Memorandum shall not fetter the discretion of any of the Parties in relation to any of its statutory powers and duties, and is not intended to be legally binding.

5. Agreement, terms of reference and liaison

- 5.1 A formal body, to be known as the Yorkshire and Humber Waste Technical Advisory Body (Y&H WTAB) shall be set up, with a named officer of an appropriate level and knowledge assigned to the body from each party.
- 5.2 Each party will support co-operation by providing objective and authoritative technical advice on sustainable waste management, waste management data, issues, and development policies and proposals to other local authorities, LEP's and research institutions and organisations such as WRAP, and industry including the waste management industry.
- 5.3 The Parties will seek to ensure, where possible and in accordance with paragraph 4.1, that the matters agreed through the Y&H WTAB are reflected in local plans that they prepare; this includes the allocation of sites.
- 5.4 The Parties will take account of the matters raised through the Y&H WTAB in the consideration of planning applications for waste management in their area and other areas within Yorkshire and Humber Area.
- 5.5 The parties will disseminate knowledge and awareness of national policy and good practice on the sustainable management of material resources in the Yorkshire and Humber Area
- 5.6 The parties will, through the Y&H WTAB, provide comment on waste management and waste planning policy advice and guidance that may have relevance or implications on sustainable waste management in the Yorkshire and Humber Area.
- 5.7 The parties, through the Y&H WTAB, will prepare a regular report setting out key waste management and waste planning trends in the

Yorkshire and Humber area, in order to help identify cross-boundary issues and provide a context for local plan making and monitoring

- 5.8 The parties shall formally liaise through the Y&H WTAB and this shall meet at least 3 times each year. Minutes shall be kept of these meetings, to include discussions and decisions.
- 5.9 The Environment Agency shall be a party to all information, discussion and shall be invited to the Y&H WTAB meetings. Consideration shall be given to the invitation of the waste management industry and environmental organisations.

6. **Timescale**

- 6.1 The Memorandum of Understanding is for a two-year period to July 2016. It will be reviewed annually by the Parties to establish how effective it has been and whether any changes are required. The results of the review will be reported at Y&H WTAB meetings and recorded in the minutes.

Yorkshire and Humber Waste Position Statement



Yorkshire and Humber Waste Planning Authorities

Bradford Local Plan – Waste Management DPD
Duty To Cooperate Statement (December 2015)

July 2014

Summary

This Waste Position Statement for Yorkshire and Humber (Y&H) has been produced jointly by all seventeen Waste Planning Authorities in the Yorkshire and Humber area to help ensure appropriate coordination in planning for waste. A number of key messages emerge from it. In summary these include:

- The Y&H area generates large volumes of waste, with commercial and industrial waste and hazardous waste particularly significant relative to other regions.
- Substantial progress has been made over the past decade in Y&H towards managing waste more sustainably, although rates of landfill are still relatively high compared to some other regions.
- A large network of waste management infrastructure already exists in Y&H and a number of major new facilities, particularly for the management of residual waste, have recently received permission or are under consideration.
- Landfill capacity is high and the area has the highest concentration of glass and metal reprocessing facilities in the UK.
- Although Y&H generates relatively large amount of hazardous waste, mainly in the more urbanised areas, capacity for its' management is relatively low.
- Movements of waste both into and out of Y&H are significant although, overall, the area appears to be largely self-sufficient in meeting its waste management needs. In 2011 the area imported substantially more waste than it exported. The main interactions between Y&H and its neighbours are with the East Midlands and North West.
- Important movements of waste also take place within Y&H, reflecting imbalances in the distribution of infrastructure and arisings, as well as the operation of the market.
- The position with regard to emergence of new capacity is changing rapidly, and there are challenges in obtaining good data on how and where waste arises and is managed.
- Local plans for waste are at a range of stages of preparation but provide an opportunity to address needs for sustainable waste management alongside other relevant spatial issues. A degree of coordination within Y&H will be beneficial in delivering this.

Yorkshire and Humber Waste Position Statement 2014

1.0) Purpose of the Statement

1.1 This Statement has been produced to assist with coordination in strategic planning for waste by waste planning authorities (WPAs) in the Yorkshire & Humber (Y&H) area.

1.2 The need for the Statement was identified at a meeting of waste planning officers, representing a range of WPAs in the Y&H area, which took place on 4 April 2014. It has been produced by North Yorkshire County Council in consultation with the Environment Agency (EA) and WPAs within Y&H.

1.3 The Statement sets out some key background information about waste and waste planning in the area and, in particular, identifies some of the key information that is likely to be relevant to preparation and review of waste local plans and which may affect more than one local authority area. To this extent the Statement is also intended to assist WPAs in the area to fulfil their statutory requirements under the “Duty to Cooperate” obligation in line with the regulations and paragraphs 178 and 182 of the National Planning Policy Framework.

1.4 It is intended that the Statement will be reviewed periodically to help ensure that the information it contains is as up to date as practicable.

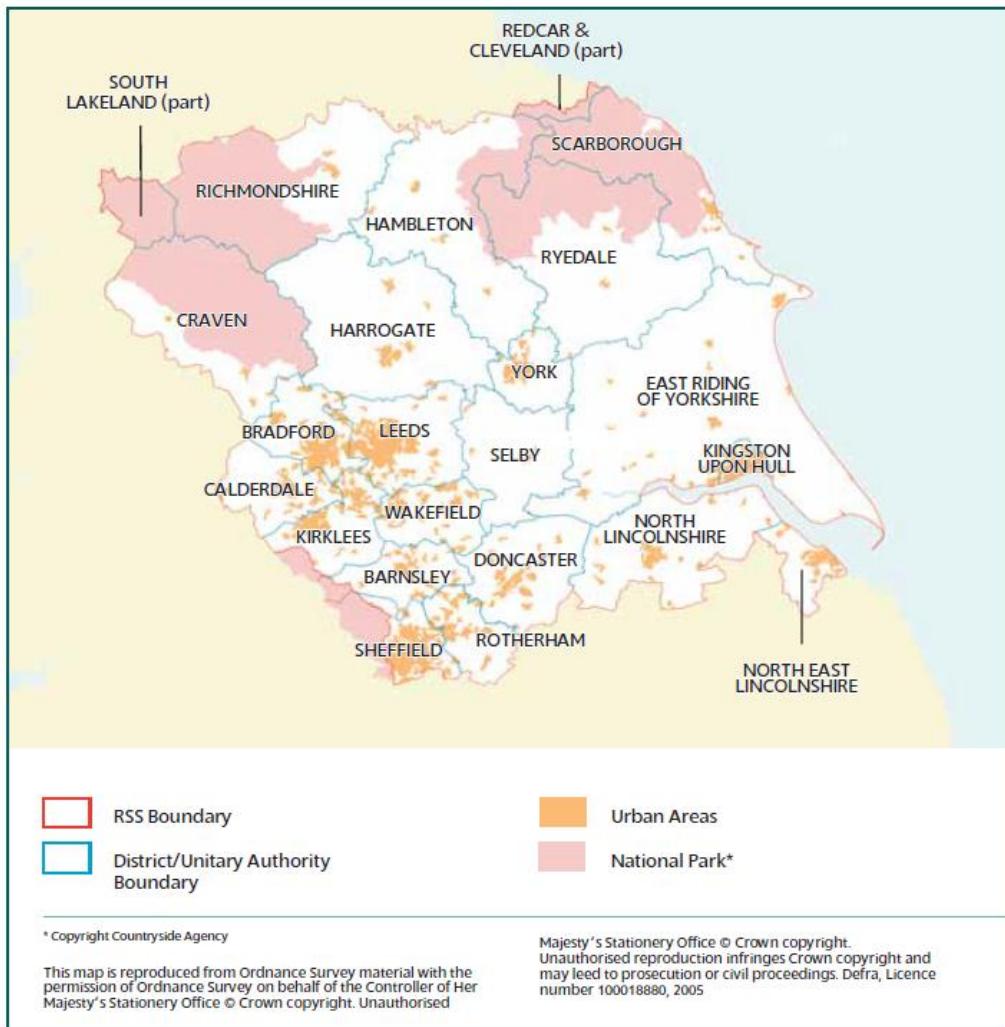
2.0) Context

2.1 Coordination in waste planning in the area was previously facilitated through the adopted Regional Spatial Strategy for Yorkshire and Humber (2008), which was revoked in 2012. Further support was provided by the waste Regional Technical Advisory Body (RTAB) for Yorkshire and the Humber, which was convened and serviced by the former Yorkshire and Humber Regional Assembly. The former RTAB last met formally in 2009. Current national planning policy (including Planning Policy Statement 10: Planning for Sustainable Waste Management) encourages cross-boundary coordination in planning for infrastructure, including waste management infrastructure but requires that this is delivered at a local level through collaboration between relevant planning authorities. As noted in para.1.2 a recent meeting of waste planning officers has taken place to help improve coordination.

2.2 The YH area comprises 17 WPAs all of which are unitary planning authorities with the exception of the North Yorkshire County Council area, which is two tier¹.

¹ The total area includes three National Park Authorities with planning responsibilities for waste (North York Moors and Yorkshire Dales and the Peak District National parks). Parts of each of these planning authority areas lie outside the Y&H area, with waste collection and disposal responsibilities being exercised by waste collection

Figure 1 - Yorkshire and Humber area



2.3 The geography and demography of the area is very diverse, comprising large urban areas within the Leeds and Sheffield City Regions, as well as extensive areas which are highly rural.

2.4 In addition to being a substantial geographical area in its own right, the area also has important linkages with its neighbours, including the Tees Valley conurbation to the north, Manchester to the west and the East Midlands.

2.5 This diverse make-up and setting is of significance in influencing patterns of arisings and movements of waste within and across the area boundary.

and disposal authorities falling outside Y&H. Redcar and Cleveland Borough Council fulfils these responsibilities over a small part of the North York Moors National Park and Cumbria County Council and South Lakeland District Council fulfil these responsibilities over a small part of the area covered by the Yorkshire Dales National Park Authority.

2.6 As well as representing a challenge, management of waste also provides opportunities for the local and wider economies and employment and is therefore important in ensuring the wider sustainability of the YH area.

Figure 2 - English regions



2.7 There is a clear link between waste and other issues with a planning or spatial dimension, such as patterns of future growth in housing and employment, climate change and sustainable transport. It is expected that future growth in Yorkshire and Humber will take place mainly within or around the main urban areas. In order to ensure that waste can be managed near to where it arises, and that communities can play an appropriate role in managing the waste that arises in their areas, it is likely that provision of most waste management capacity will also be in such locations. However there are exceptions to this. For example there is a close association between landfill of waste and the more rural parts of Yorkshire and Humber, where landfill has been used both as a means of disposing of waste and restoring mineral workings.

2.9 Whilst progress towards sustainable waste management means that landfill is likely to be of greatly reduced significance in future, it will nevertheless continue to play a role in dealing with wastes which cannot be managed by other means. There will also be a continuing

need to manage more difficult wastes, which may require specialised facilities. The market for such wastes in particular may operate at a wider geographical level and it is likely that for this, and other commercial reasons, there will be continue to be substantial movements of wastes across the border of Y&H in future.

2.10 The overriding goal of the Government's waste planning policy is to move waste up the waste hierarchy² away from landfill towards prevention, reuse, recycling and other recovery solutions. This approach will require coordination of effort between local planning authorities and other public bodies as well as commercial organisations, individuals and the waste industry.

2.11 Strategic planning for waste has an important role to play in helping to deliver such coordination and move waste up the hierarchy, as well as ensuring that an appropriate pattern of facilities is available, taking into account the needs of the area as well as other spatial planning objectives. In particular there is a need to help ensure that an integrated and adequate network of waste management facilities can be delivered in order to allow waste to be dealt with as near as possible to its source.

3.0) Waste plans in the area

3.1 Local plans for waste in the area are at a range of stages of preparation, with some having been adopted whilst others are only at Issues and Option stage. In some instances these plans have been prepared and adopted in advance of the introduction of the Duty to Cooperate and may not fully reflect available information on cross-boundary waste movements and issues. The need for cooperation between WPAs on waste issues has already been recognised by some WPAs in the area who have, or are, producing their waste plans on a joint basis with other WPAs.

3.2 One of the roles of this position Statement is to help deliver increased cooperation and coordination in waste planning in the area, through establishing a range of agreed baseline information that may be relevant.

3.3 Appendix 1 summarises the position with preparation of waste plans around the YH area, as at April 2014.

4.0) Waste data issues

4.1 Availability of robust data is important in planning for waste both within and across local authority boundaries. However, acquisition of high quality data on waste arisings, movements and management methods is a significant challenge. This is not an issue which is unique to the Y&H area and is a result of a number of factors. These include;

- the wide range of organisations involved in the management of waste;
- the nature of the current data reporting and collection mechanisms used, and;

² The waste hierarchy sets out a priority preference for the management of waste, with prevention at the top followed by reuse, recycling with disposal as the least favoured option.

- the nature of waste management markets and processes, which may lead to double counting of waste as it passes through more than one form of management activity.

A further issue is that data is sometimes only available at a sub-regional or sub-national level, for example some data on waste movements. This can limit the extent to which WPAs can plan for waste with a high degree of precision.

4.2 Some WPAs in the area have commissioned specific research into waste arisings and management capacity to help inform preparation of waste plans for their areas. In some cases these have been prepared on a collaborative basis between groups of local authorities, for example a North Yorkshire sub-region study has been undertaken and published in 2013.

4.3 Management of waste is increasingly a complex process, with waste often passing through several stages from the point of arising. As a result several different facilities, organisations and waste planning authority areas may be involved in the management of a particular item of waste. In the majority of cases these arrangements are determined by market forces outside the control of WPAs. Furthermore, such arrangements may be subject to change over short periods of time as a result of commercial factors. The inevitable time gap between availability of data and actual events, typically one to two years, means that it can be very difficult to gain an accurate and comprehensive picture of how management of waste in a given area is actually occurring.

4.4 It is also relevant that the policy and regulatory picture relating to waste management has been, and continues to, evolve rapidly and this is likely to influence the activities of producers and managers of waste, as well as being relevant to the development of local planning policy for waste. This further increases the challenges in planning for the management of waste.

5.0) The role of Yorkshire and Humber in the management of waste

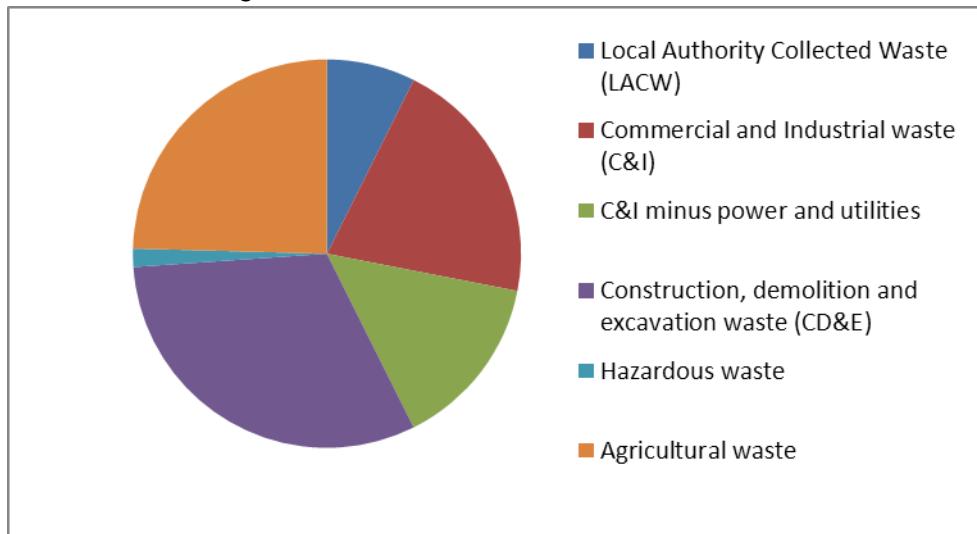
5.1 This section summarises key information on main waste arisings and deposits in Y&H. It should be noted that in order to provide an indication of arisings of the main waste streams it is necessary to use a range of data sources, some of which are now quite old. For example estimates of agricultural waste date from 2003 and pre-date changes in the classification of this waste stream. Construction, demolition and excavation waste estimates are also relatively old and pre-date the recession.

Table 1 - Estimated arisings in Y&H

Waste Stream	Estimated Arisings (000 tonnes)	Data Source
Local Authority Collected Waste (LACW)	2,477	2012/13 waste data flow
Commercial and Industrial waste (C&I)	6,944	2009 Defra national survey
C&I minus power and utilities	4,880	2009 Defra national survey
Construction, demolition and excavation waste (CD&E)	10,497	2005 data (WRAP)

Hazardous waste	509	2012 EA data
Agricultural waste	8,245 of which 8,186 were organic by-products waste	2003 EA estimate
Low Level radioactive waste (LLR)	No regional estimate available ³	N/A

Figure 3 - Estimated arisings in Y&H



5.2 As well as being a generator of substantial volumes of waste, the area also hosts a wide range of waste management facilities. In 2011 the Y&H region had the second highest number of sites with environmental permits of any region in England. These include a number of waste management facilities which are likely to be of strategic significance, in terms of meeting waste management needs arising both in and outside the area.

5.3 Information produced by the EA indicates that, at the end of 2011, there were 785 operational waste management facilities permitted by the EA. It should be noted that there were a further 373 facilities which were permitted but not operational, as well as a significant number of other facilities which operate under permit exemptions. The following table shows the number of operating permitted facilities by sub-region.

Table 2 - Operational facilities in Y&H 2011⁴

Sub-region	Former Humberside ⁵	North Yorkshire	South Yorkshire	West Yorkshire
No. of operational facilities	157	115	212	288

³ The EA confirmed in 2011 that the production of LLR waste in North Yorkshire is below the reporting threshold – measured in terms of radioactivity, and the annual arising of LLR waste in the North Yorkshire Plan area is likely not to exceed 50m3. This would suggest that likely Y&H arisings would be minimal in comparison to other waste streams.

⁴ EA Position Paper - Former Y&H Regional Government Planning Level Permitted Waste Management Facilities 31 December 2011

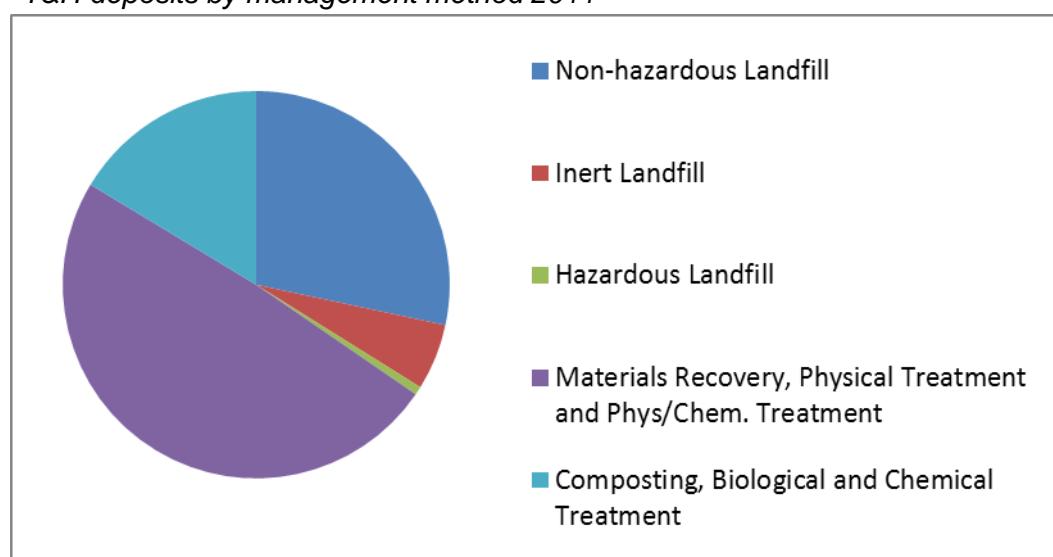
⁵ Includes East Riding, Hull, North Lincolnshire and North East Lincolnshire

5.4 The more detailed information published by the EA suggests that, in 2011, the distribution of facility types across the area is relatively uneven, with certain facility types, such as clinical waste transfer stations and chemical treatment facilities only located in West and South Yorkshire, whereas there are proportionately more landfill sites in North Yorkshire and Former Humberside. The following table summarises deposits of waste by facility type in Y&H.

Table 3 - Y&H deposits by management method 2011⁶

Facility Type	Deposits (Percentage)
Landfill	5.6 mt
Non-hazardous	82%
Inert	16%
Hazardous	2%
Transfer and treatment	10.6 mt
Materials recovery, physical treatment and physical- chemical treatment	75%
Composting, biological and chemical treatment	25%

Figure 4 - Y&H deposits by management method 2011



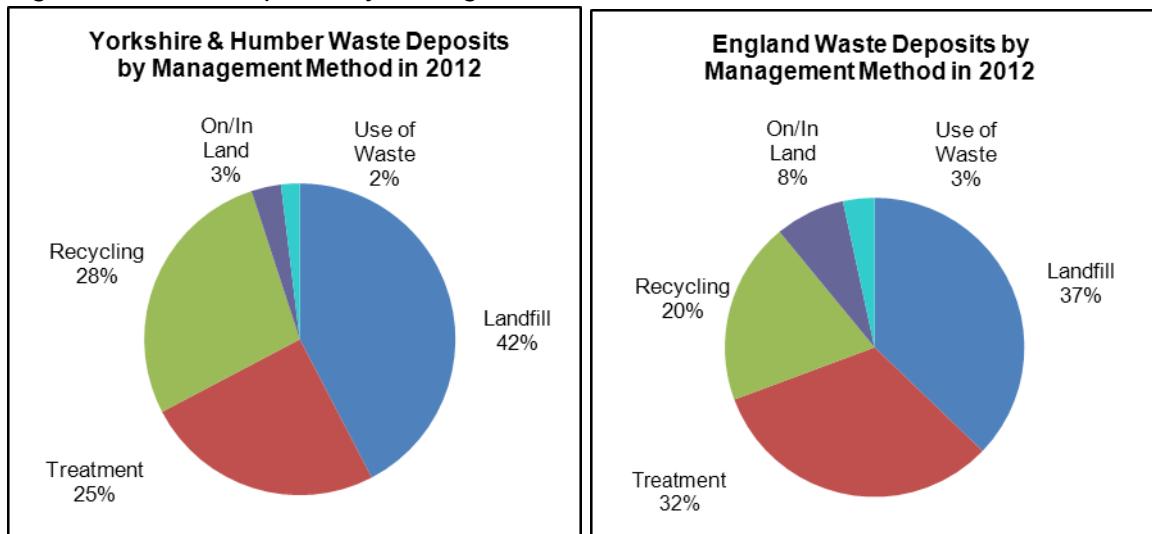
5.5 A further breakdown of deposits in Y&H in 2011, compared with the position for England, is provided in the table and charts below. This shows that a higher proportion of waste was managed by landfill in Y&H compared with the position for England, although this may be partly accounted for by the large quantities of waste disposed of at restricted user facilities in Y&H associated with power generation. The overall proportion of waste recycled/re-used was broadly in line with the national position.

⁶ EA Position Paper - Former Y&H Regional Government Planning Level Site deposits 2011

Table 4 - Total waste in tonnes received by waste facilities within Y&H and England 2012⁷

	Landfill	Treatment	Recycling	On/In Land	Use of Waste		Total		Transfer
Yorkshire & Humber	5,672kt	3,341kt	3,706kt	413kt	260kt		13,393kt		4,641kt
England	41,797kt	36,144kt	22,178kt	8,484kt	3,826kt		112,431kt		39,230kt

Figure 5 - Waste deposits by management method⁸



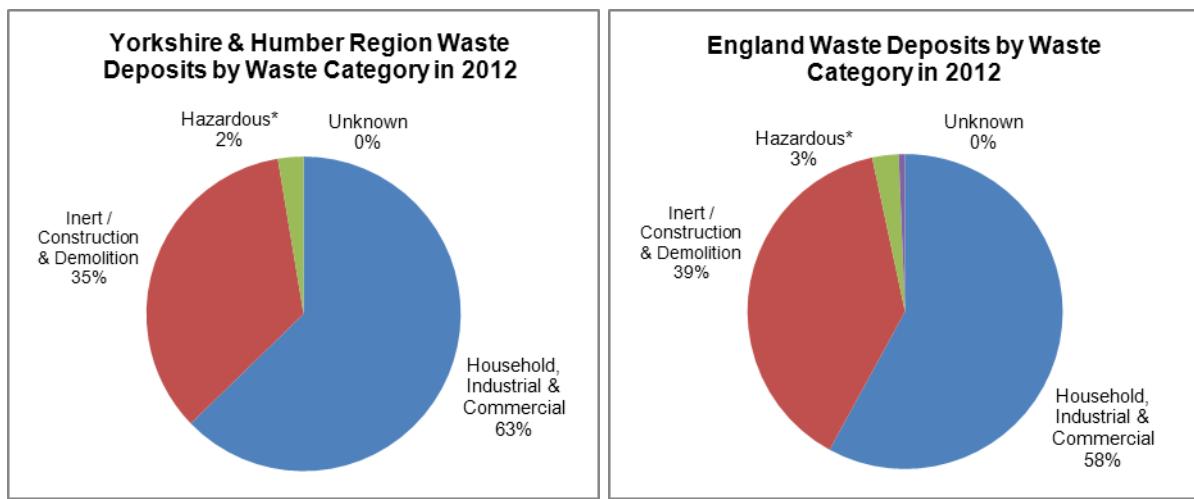
5.6 Information is also available on overall waste deposits in Y&H by waste category. This is summarised in the charts below, which show that the area managed a slightly higher proportion of household/industrial and commercial (HIC) waste than for England as a whole, with a correspondingly lower proportion of inert/construction and demolition waste.

Figure 6 - Waste deposits by waste stream⁹

⁷ EA 2012 Waste Interrogator

⁸ EA 2012 Waste Interrogator

⁹ EA 2012 Waste Interrogator. *Note: the hazardous waste figures are sourced from the Environment Agency's 2012 'Hazardous Waste Interrogator' and is believed to be a more accurate representation of hazardous waste deposits than those sourced from the Environment Agency's 2012 'Waste Interrogator'. The amount of waste defined as 'unknown' has been determined by subtracting the amount of deposited hazardous waste defined in the '2012 Hazardous Waste Interrogator' from the amount of deposited hazardous waste defined in the '2012 Waste Interrogator'



5.7 Management of hazardous waste usually requires more specialised facilities. As a result of the relatively highly industrialised nature of parts of the Y&H area, arisings of hazardous waste are significant. Data published by the EA shows that the main types of hazardous waste produced in the region are waste water/water treatment wastes, oil wastes, wastes from organic processes and construction and demolition waste (such as asbestos).

5.8 The following table shows the distribution of hazardous waste arisings, with the majority of arisings relatively evenly distributed between West and South Yorkshire and former Humberside. Arisings in North Yorkshire are much lower.

Table 5 - Hazardous waste arisings and deposits by Y&H sub-region 2011¹⁰

Sub-region	Produced (000 tonnes)	Disposed (000 tonnes)
Former Humberside	141	105
North Yorkshire	27	13
South Yorkshire	149	115
West Yorkshire	143	188
Total	460	421

5.9 The EA note that there was movement of hazardous waste around the region and between other regions, depending on the location of specialist facilities. In particular the EA note that arisings of organic chemical and construction and demolition wastes are higher than deposits, meaning there is a net export. All sub-regions are net exporters of hazardous waste except West Yorkshire. North Yorkshire is particularly reliant on exports but actual volumes are very low compared to other Y&H sub-regions.

5.10 Unlike for other waste streams EA data allows a breakdown of arisings and deposits of hazardous waste by district to be identified. This shows that Rotherham is the largest producer of hazardous waste and that arisings in this district significantly exceed deposits. Leeds and Wakefield are particularly significant in terms of deposits of hazardous waste, with Sheffield, North Lincolnshire, Hull, Kirklees and Rotherham also playing an important role. Deposits in Leeds are mainly of liquid hazardous waste. The EA data indicates that North Lincolnshire is particularly important for hazardous waste landfill capacity and

¹⁰ EA Position Paper- Former Y&H Regional Government Planning Level Hazardous Waste Production and Disposal 1998 to 2011

Wakefield important for provision for recycling and reuse of hazardous waste. However, the EA also note that, despite being a major producer of hazardous waste, the area only had (in 2011) around 5% of total national capacity for hazardous landfill.

5.11 The Y&H area has the highest concentration of specialist glass and metal processing facilities in the UK, reflecting its strengths in modern manufacturing and technologies¹¹. A very large majority of this waste is collected from glass bottle banks - a well established collection infrastructure in the region. These facilities reuse and recycle this waste to create useable products to support the growth of construction and manufacturing industries. There are also a number of paper and plastic re-processing facilities in the region. As a result, waste is often transported over long distances to specialist facilities in the Y&H area.

5.12 The amount of low level radioactive waste that is generated in the UK is very small compared to other types of waste. The national inventory of radioactive waste confirms that there are 35 major radioactive waste producers in Britain, including a steel plant in Sheffield, which produces and stores low level radioactive medical and industrial waste¹². A very large majority of low level radioactive waste arises from the decommissioning and clean-up of nuclear sites. None of these are located in the Y&H area¹³.

5.13 Low level radioactive waste in the region is generated from industrial and commercial processes such as medical treatment (eg hospitals), research, fuel processing plants/institutions and other specialist industrial processes (eg steel smelting). Currently there are no permanent disposal facilities in the region and low level radioactive waste is transported to specially licensed sites outside the region.

5.14 A distinctive feature of waste management in Y&H is the high quantities of waste from the power and utilities sector which are disposed of by landfill at dedicated private facilities. These wastes occur mainly in the form of combustion ash generated by major power stations in North and West Yorkshire (Drax, Eggborough and Ferrybridge). Substantial landfill capacity exists for the management of these wastes. The generation and deposit of these wastes has a significant impact on the overall landfill rate for the area.

6.0) Movements of waste

6.1 Data on movements within and across the Y&H area boundary are limited but can provide a general indication of the role the area plays in the management of waste and how it interacts with other areas.

6.2 Data for 2011 suggest that the area was largely self-sufficient in its waste management needs, with total deposits of around 13mt originating within the Y&H area (representing around 77% of total deposits within the area). The main source regions for imports to Y&H were the North West and East Midlands. Summary information is presented below (excluding areas from which imports of less than 100kt were received).

¹¹ Source: Yorkshire and Humber Waste Data Report (Environment agency, September 2010)

¹² Source: Radioactive Wastes in the UK: A summary of the 2010 Inventory (Department of Energy and Climate Change and Nuclear Decommissioning Agency)

¹³ Source: The UK Strategy for the Management of Solid Radioactive Waste from the Non Nuclear Industry

Table 6 - Y&H deposits by origin of arisings 2011¹⁴

Origin of Arisings	Deposits 000 tonnes
Yorkshire and Humber	12,790
North West	975
East Midlands	768
North East	166
East of England	124

6.3 Imports from outside the region represent a greater proportion of total deposits (around one-third) for hazardous waste than for Household, Industrial and Commercial waste and Construction and Demolition waste, suggesting that the area may play a relatively more significant inter-regional role in the management of hazardous waste than it does for other major waste streams.

6.4 Total exports from the Y&H area were approximately 566kt in 2011. The main export destinations are indicated below. Regions receiving less than 100kt of waste from Y&H in 2011 are excluded.

Table 7 - Main export destinations for waste arising in Y&H 2011¹⁵

Export destination	Deposits 000 tonnes
East Midlands	242
North West	120
North East	113

6.5 It should be noted that export figures are minimum estimates as information on origins of arisings is not consistently recorded around the country. The majority (c.308kt) of exports were waste for treatment, principally to the East Midlands. Most exports for landfill were to the North East and East Midlands, with the East Midlands also being important for exports to Metal Recycling Sites (MRS). Exports for transfer in the North West region were also relatively significant.

6.6 Data published by the EA allows for some analysis of sub-regional movements of waste. This suggests the following position in 2011:

Former Humberside (East Riding, Hull, North Lincolnshire and North East Lincolnshire WPA areas)

6.7 Imports of waste (mainly HIC) for landfill far exceeded exports, with the large majority of imports (c.356kt) originating in the North West. Imports from East Midlands (c.43kt) were also significant. Imports for landfill also took place from West, South and North Yorkshire sub-regions, although total volumes were relatively small (in the range 15-22kt). Very little waste (including hazardous waste) was exported from former Humberside, suggesting that the sub-region was relatively self-sufficient in landfill capacity.

¹⁴ EA Position Paper - Former Y&H Regional Government Planning Level Movement of waste 2011

¹⁵ EA Position Paper - Former Y&H Regional Government Planning Level Movement of waste 2011

6.8 Imports of waste for treatment were mainly from the East Midlands (c.222kt) and, to a lesser extent, the North West region. Imports from other regions, and from other Y&H sub-regions, for treatment were relatively small (mainly in the range 2-20kt) Imports for treatment were mainly HIC. Overall exports for treatment were significantly lower than imports, with most exports going to the North West and to South and West Yorkshire sub-regions (in the range 25-37kt). Exports of waste to West and South Yorkshire for treatment substantially exceeded import movements from those areas. Export movements for treatment related mainly to HIC waste. West Yorkshire was the most significant export destination for hazardous waste treatment (c.14kt), with lesser amounts to South Yorkshire and the North East Region. Relatively little inert waste was exported from former Humberside for treatment, although exports to South Yorkshire (c.17kt) were the largest individual export movement.

North Yorkshire (North Yorkshire County Council, City of York, North York Moors and Yorkshire Dales National Park WPA areas)

6.9 More waste was imported for landfill than exported, although total volumes of imports and exports were relatively low. Main import movements were from West Yorkshire (c.65kt) and the North East (c.25kt). A very large majority of wastes imported for landfill were inert wastes, although small amounts of HIC waste were imported from West Yorkshire (c.2kt). Exports of waste for landfill were mainly to the North east (33kt, principally inert waste), Former Humberside (19kt, mainly HIC waste) and West Yorkshire (16kt, mainly HIC waste). Exports to other locations were very small. The main known destination for exports of hazardous waste for landfill was the North East (c.4kt) with only very small quantities being exported elsewhere.

6.10 Imports of waste for treatment were small, with the largest source of imports being West Yorkshire (c.9kt). Exports of waste from North Yorkshire for treatment exceeded imports, with West Yorkshire (c.24kt) and the North East (c.26kt) representing the main export destinations. Exports of waste to other Y&H sub-regions for treatment were very low. HIC waste was the main waste stream exported for treatment. Hazardous waste for treatment was exported in small amounts to Wales, West Yorkshire, East Midlands and the North East (all in the range 1-3kt). Exports of inert waste for treatment were small and mainly to West Yorkshire and the North East region.

South Yorkshire (Sheffield, Doncaster, Barnsley, Rotherham WPA areas)

6.11 In 2011 South Yorkshire imported slightly more waste for landfill than it exported. West Yorkshire and the East Midlands were the largest source of imports (c.64kt and c.57kt respectively). Imports for landfill from other areas were very low. Whilst the majority of imports for landfill were HIC wastes, substantial amounts of inert waste for landfill were imported from the East Midlands. Exports of waste for landfill were mainly HIC wastes to the East Midlands and West Yorkshire (c.22kt and c.21kt respectively). Hazardous waste for landfill was exported mainly to the North East region, with lesser amounts to East Midlands, North West region and West Yorkshire.

6.12 South Yorkshire imported more waste for treatment than it exported. Imports were received from a wide range of locations with the main sources being the East Midlands,

West Yorkshire, Former Humberside, and East of England. The East Midlands was substantially the largest source of imports of HIC wastes (c.68kt) for treatment, with West Yorkshire being the largest source of imports of inert waste for treatment (c.67kt). Significant amounts of hazardous waste were also imported for treatment (c.51kt), from a wide range of locations, principally the East Midlands (c.13kt). Overall however, the sub-region exported slightly more hazardous waste for treatment than it imported. Exports were to a wide range of locations, mainly the East Midlands (c.28kt).

West Yorkshire (Leeds, Bradford, Calderdale, Kirklees, Wakefield WPA areas)

6.13 West Yorkshire imported slightly less waste for landfill in 2011 than it exported. Main sources of imports were the North West region (c.59kt), South Yorkshire, East Midlands region and North Yorkshire (all in the range 15-29kt). Imports from East Midlands, South Yorkshire and North Yorkshire were mainly HIC waste, whereas imports from the North West were mainly inert wastes. Exports of waste for landfill were mainly to North Yorkshire (largely inert waste) and South Yorkshire (mainly HIC wastes) with both areas receiving around 65kt. Exports to Former Humberside (c.23kt) were mainly HIC waste. West Yorkshire imported substantially more hazardous waste for landfill than it exported. Imports were mainly from Wales, West and East Midlands and the North West. Exports were mainly to the North West (c.4kt).

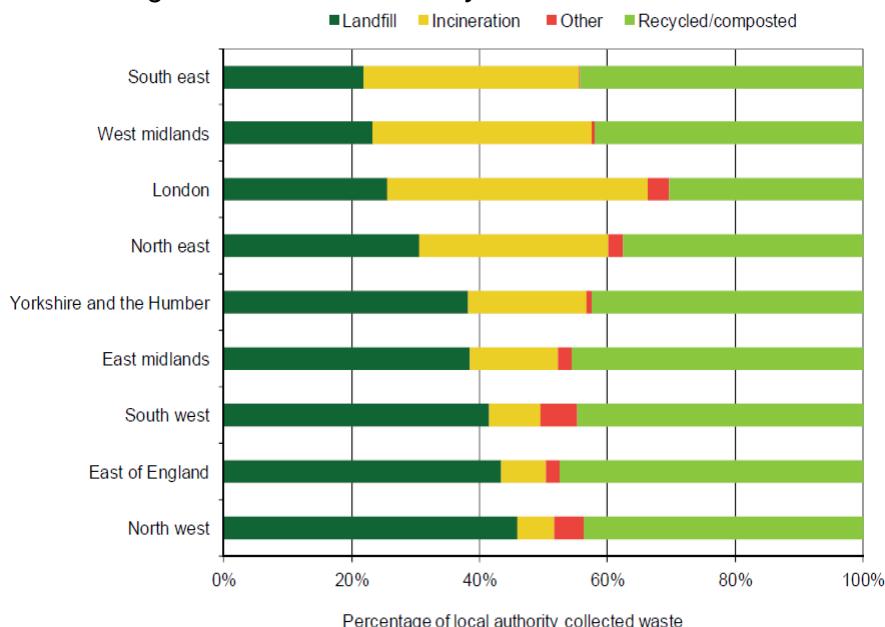
6.14 West Yorkshire imported much more waste for treatment than it exported. Imports were mainly from South Yorkshire, North West, East Midlands, North East, East of England and Former Humberside (all in the range 37-85kt), with significant amounts also imported from more distant locations. Exports of waste for treatment were mainly to the North West and North Yorkshire (c.10kt). Imports of waste for treatment were split approximately equally between HIC and inert wastes. North West region, South Yorkshire and East Midlands were the main sources of imports of HIC waste for treatment. Inert wastes for treatment were received from a wide range of locations, particularly East of England and South Yorkshire. Imports of hazardous waste for treatment (c.61kt) significantly exceeded exports (c.17kt). Imports were mainly from the North East, Former Humberside and East Midlands, with exports mainly to the North West, South Yorkshire, East Midlands and the North East.

7.0) Trends in waste management in Yorkshire and Humber

7.1 Good information is available on trends in management of Local Authority Collected Waste (LACW) as it is subject of specific recording and reporting arrangements. Data published by the Department for Environment, Food and Rural Affairs (DEFRA) through the WasteDataFlow system shows that regional arisings of LACW have been reducing over the period since 2001/2. The recycling rate for the household waste component of LACW has increased from 8.8% in 2001/2002 to 43.3% in 2012/13, a level very similar to the England average figure of 43.2% but still the third lowest rate of the English regions. The rate of increase in the proportion of waste recycled has slowed in recent years, in line with the general trend in England. The proportion of LACW landfilled, at 38.2% in 2012/13, has been reducing but is higher than the England average of 33.8%. The data also shows considerable variation between local authorities in Y&H, ranging from 27.7% in Sheffield to

61% in Calderdale. Figure 5 below summarises, by Region, the methods by which Local Authority Collected Waste was managed in England in 2012/13.¹⁶

Figure 7 - Management of Local Authority Collected Waste



7.2 Overall estimated regional arisings of C&I waste (6,994kt - see Table 1 above) were the second highest of the English regions but were substantially lower than the corresponding 2002/3 estimate of 11,136kt. This represents an estimated reduction of 37.6%, which is the second largest reduction of any region.

7.3 The Environment Agency provides an estimate that 3,430kt of 'construction and demolition waste' was deposited at permitted waste management facilities in Y&H area in 2007, rising to 5,373kt in 2012. This figure does not include excavation waste and is significantly lower than the 2005 estimate shown in figure 3 above. It does however provide a useful and more up to date minimum figure for a significant element of construction, demolition and excavation waste deposits within the Y&H area.

Table 8 – Y&H area construction and demolition waste deposits¹⁷

	2007	2008	2009	2010	2011	2012
Yorkshire & Humber	3,430kt	3,973 kt	4,216 kt	4,340 kt	4,597 kt	5,372 kt

7.4 Whilst there is relatively little trend data available on waste management methods for the area, information published by the EA suggests that there has been a substantial overall reduction in landfill deposits over the period 2001 to 2011. Data suggests that the trend in reduction was relatively high between 2001 and 2007, but more variable since, with a recorded increase between 2010 and 2011 as a result of increased deposits in North

¹⁶ Source: Audit Commission Analysis of ENV18 Local Authority Collected Waste: Annual Results table 2012/13, DEFRA

¹⁷ Environment Agency, 2007-2012 Waste Data Interrogator, (EWC Category 17: Construction and Demolition Waste when Hazardous Waste is removed due to the fact that this has been re-classified as unknown for the purposes of this document)

Yorkshire and Former Humberside. An overall reduction in landfill deposits of 46% has been achieved between 2001 and 2011, suggesting that the area has made significant progress in moving waste up the waste hierarchy.

7.5 As would be expected taking into account the reduction in landfill, there has been a corresponding increase in treatment of waste over the same period, although the amount of waste passing through transfer stations appears to have remained relatively steady.

7.6 There has been a general reduction in both arisings and deposits of hazardous waste in the Y&H area since 2001, and particularly since new hazardous waste regulations were introduced in 2005. Alongside a general reduction in landfill and treatment of hazardous waste there has been a substantial increase in recycling and re-use of this waste stream.

8.0) Waste management capacity in Yorkshire and Humber

8.1 Information on available capacity for the management of waste in the Y&H area is limited. The EA publishes information on landfill capacity. The data only includes sites with an EA permit for landfill. There may be significant further capacity with the benefit of planning permission for landfill, but for which a permit has not yet been obtained. The data indicates that, at the end of 2011, the area had in excess of 101 million cubic metres of permitted capacity, representing around 17% of the total capacity in England and Wales; a greater proportion than any other region. This equates to around 11 years landfill life for non-hazardous waste.

8.2 For hazardous landfill capacity the situation is different, with the area having a relatively low proportion (5.2%) of total capacity in England and Wales. The EA note that non-hazardous landfill capacity is well dispersed around the area, with all sub-regions having in excess of 15 million cubic metres. However, the only significant capacity for hazardous waste landfill is in the Former Humber sub-region at a single large site on the South Bank (Winterton landfill South), although the EA also note the presence of three cells for stable non-reactive hazardous waste at other landfill sites in Y&H: (Gallymoor (East Riding of Yorkshire), Skelton Grange (Leeds) and Bradley Park (Kirklees), two of which can receive asbestos with the third taking gypsum. The following table summarises landfill capacity in Y&H and the individual sub-regions at the end of 2011.

Table 9 - Y&H landfill capacity 2011 (000s cubic metres)¹⁸

Landfill type	Hazardous merchant	Hazardous restricted	Non-hazardous with stable non-reactive hazardous waste (SNRHW) cell	Non-hazardous	Non-hazardous restricted	Inert
Former Humberside	930	-	1,349	25,575	5,605	4,427
North Yorkshire	-	-	-	5,456	17,346	1,614
South Yorkshire	-	-	-	15,757	-	7,374
West	-	-	1,883	12,291	1,720	2,882

¹⁸ EA Position Paper - Former Y&H Regional Government Planning Level Landfill Capacity 1998/9 to 2011

Yorkshire						
Total	930	-	3,232	56,078	24,670	16,297

8.3 The data shows that the Former Humberside area is important in terms of the relatively high proportion of total Y&H landfill capacity which is located there, as well as the presence of hazardous landfill capacity. Non-hazardous landfill capacity is significantly lower in North Yorkshire than in other parts of Y&H. The high proportion of non-hazardous restricted capacity located in North Yorkshire mainly reflects the presence of capacity for disposal of waste ash from major power stations in the sub-region. Trend data on landfill capacity published by the EA indicates that total capacity declined slightly over the 10 year period to 2011. Non-inert merchant capacity was significantly higher in 2011 in Former Humberside compared to 2001 but was significantly lower in West and North Yorkshire. Capacity in South Yorkshire was slightly higher in 2011 compared with 2001. Inert landfill capacity was higher in all sub-regions except West Yorkshire in 2011 compared with 2001. Trend data for hazardous landfill capacity is not available.

8.4 Capacity information for other types of waste management processes is not available on a comprehensive basis across the Y&H area. However, as the evidence bases for waste local plans are developed around the area it may be possible to provide a clearer impression of the total waste management capacity. The following table summarises information currently available. It should be noted that obtaining data on capacity is difficult as Environment Agency permit data or actual throughput data may not provide an indication of the physical capacity of a site or facility. As an example, data for North Yorkshire included in the table below comprises a combination of the potential maximum capacity permitted via an EA permit or planning permission, as well as data on actual throughput based on information supplied by operators. Neither of these may necessarily provide a reliable indication of the actual physical capacity of infrastructure present on a site¹⁹. It should also be noted that sites operating under an EA permit exemption also contribute to overall capacity for management of waste. Any such additional capacity will not be reflected in figures included in Table 10.

Table 10 – Y&H permitted annual waste capacity in tonnes by management method²⁰ (it is expected that this Table will be developed further in future reviews of this Statement as information becomes available for other areas).

	Recycling	Treatment	Transfer
North Yorkshire	383 kt (combination of permitted capacity and actual throughput data. Not all may be operational)	708 kt (combination of permitted capacity and actual throughput data. Not all may be operational)	872 kt (combination of permitted capacity and actual throughput data. Not all may be operational)
South Yorkshire			

¹⁹ A waste facility study was commissioned by the Yorkshire and Humber Assembly and Environment Agency in 2005. Although the actual data it contains is now substantially out of date, one finding of the study was that actual throughput of waste, relative to licenced capacity, in waste treatment facilities (physical, physical-chemical and chemical and biological treatment) ranged between 54%, 70% and 79%. (Source: Waste Facility Study Final Report (Land Use Consultants in association with SLR Consulting Ltd, 2005).

²¹ The map shows facilities with EA permits. Some may not currently be developed or operational.

West Yorkshire Bradford	362kt (includes 33kt of non-operational capacity)	1,119kt (includes 920kt of non-operational capacity)	668kt (all operational)
Calderdale	306kt (permitted capacity)	75kt (permitted capacity)	1,030kt (permitted capacity)
East Yorkshire			
Total			

Sources - North Yorkshire figures are mix of permitted capacity and actual throughput sourced from North Yorkshire Sub-region Waste Arisings and Capacity requirements Final Report (October 2013) capacity database (Urban Vision/4Resources).

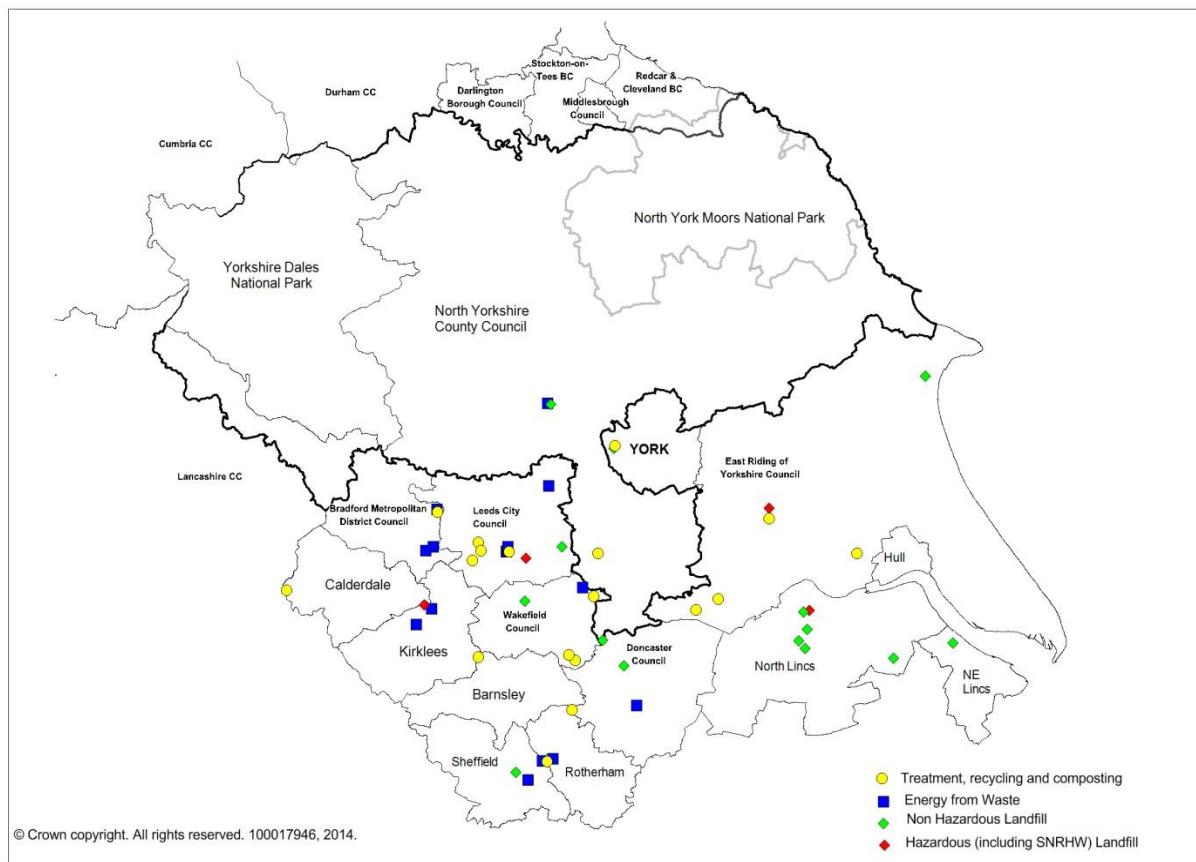
9.0) Strategic waste infrastructure in Yorkshire and Humber

9.1 The EA has published information on void space remaining at individual landfill sites as at 2012. This indicates that, across Y&H, there were 18 merchant non-hazardous landfills with in excess of 1 million cubic metres of void space remaining, 3 of which had capacity in excess of 5 million cubic metres. Three of the 18 sites also had cells for stable non-radioactive hazardous waste. The single dedicated merchant hazardous landfill site in the Former Humber area had approximately 0.9 million cubic metres of void space remaining at 2012. More information about these sites is provided in Appendix 2.

9.2 To help with preparation of this position statement the Environment Agency has also provided specific information on important permitted facilities in the Y &H area, as well as information on important current applications for permits. The information is summarised in Appendix 2. It includes waste treatment facilities with a permit capacity exceeding 75kt per annum as well as major energy recovery capacity (excluding biomass combustion plants) and major landfill sites for non-inert waste. It should be noted that the position regarding overall capacity is relatively fluid as new proposals are submitted and determined through the various regulatory processes. The distribution of facilities of potential strategic significance in Y&H is shown below.

Figure 8 - Distribution of strategic waste infrastructure with EA permit in Y&H²¹

²¹ The map shows facilities with EA permits. Some may not currently be developed or operational.



10.0) Recent/current developments

10.1 As noted in the introduction to this Statement, arrangements for the management of waste arising or dealt with in the Y&H area are subject to continuing change. The following developments may have significant implications for waste management in and around the area both now and in the relatively near future.

- The development of new large scale capacity (currently under construction) for the recovery of energy from residual waste at Ferrybridge power station in West Yorkshire (together with the potential for development of further substantial new capacity at the same site currently being progressed through the National Strategic Infrastructure Projects (NSIP) procedures).
- The recent grant of permission for development of major new waste recovery facilities in Leeds (Cross Green and Skelton Grange sites, North Yorkshire (Allerton Park site), Doncaster (Hatfield Power Park) and three sites in Bradford (including Ripley Road Bradford and Airedale Road Keighley)
- The development of a new strategic waste treatment and renewable energy facility (currently under construction) in Manvers, Rotherham to help meet the predicted shortfall in capacity in relation to waste arisings in Barnsley, Doncaster and Rotherham to 2026²².

²² This process will convert residual waste into a solid recovered fuel (SRF). This fuel will be transported to a multi-fuel plant at Ferrybridge (see first bullet point above).

- The recent grant of permission to extend the amount of waste that the existing energy recovery facility in Sheffield can receive from outside the current catchment area (including parts of north Derbyshire and Nottinghamshire).
- The outcome of current proposals for development of a major new energy recovery facility at Kellingley Colliery in North Yorkshire.
- The potential increase in permitted capacity at the existing Sterecycle treatment facility in Rotherham.
- The expiry in the near future of current permission for landfill at the Welbeck facility in West Yorkshire and the outcome of any proposals to extend the timescale for the development.
- The development of substantial new waste treatment and energy recovery capacity on Teesside, close to the northern boundary of the area.

11.0) Key messages from the data

11.1 The information confirms that Y&H is a major producer of waste in a national context. Arisings of both C&I waste and hazardous waste are understood to be relatively high compared to other regions, and the proportion of C&I waste from the power and utilities sector is also high.

11.2 The area has a correspondingly large number of permitted waste management facilities, with the majority of these located in West and South Yorkshire. This is likely to reflect the highly urbanised and more industrialised nature of these sub-regions.

11.3 Although recycling rates for household waste are in line with the national average, the area still landfills a relatively high, but reducing, proportion of waste, including LACW, although the relatively high overall rate of landfill is partly explained by the large amounts of power and utilities waste disposed of in North Yorkshire. The rate of progress in reducing landfill has declined in recent years. Moving waste further up the waste hierarchy will require coordinated action between stakeholders within both the public and private sectors.

11.4 When particular facility types are considered, certain sub-regions are particularly significant, for example Former Humberside contains a substantial proportion of total non-hazardous landfill capacity in the area and is particularly important for hazardous landfill capacity, whereas capacity for chemical treatment and clinical waste transfer is only available in West and South Yorkshire. North Yorkshire has a high proportion of non-hazardous restricted user landfill capacity, reflecting extensive power generation activity in the sub-region. Currently, energy recovery capacity is located mainly in the southern part of the Y&H area.

11.5 The area has the largest amount of permitted void space of any region in England and Wales, although the proportion of hazardous capacity is low compared to other regions. This is likely to increase the strategic significance of current hazardous landfill capacity in the area. There has been a significant decline in both arisings and deposits of hazardous waste in recent years, and a corresponding substantial increase in recycling and re-use. Waste data modelling carried out by the Environment Agency in 2010 as part of a pilot project noted a need for a new hazardous waste facility in the Y&H area. Identification of a new

hazardous waste management facility would require coordinated working by WPAs in the area, taking into account the likely strategic role of any such facility.

11.6 Notwithstanding relatively high overall landfill capacity in Y&H, there is a potential shortfall in landfill capacity in the Sheffield City Region area due to a lack of void space. Meeting landfill requirements for this area may also require coordinated working with other WPAs.

11.7 In 2011 the area was largely self-sufficient in waste management needs, with around three-quarters of all waste deposits originating in Y&H. Notwithstanding this, important interactions both beyond and within the area appear to exist.

11.8 At a regional level key interactions (both imports and exports) are with East Midlands and North West regions, and to a lesser extent the North East. This is not surprising given the proximity of these areas to Y&H. The majority of exports were waste for treatment, mainly to the East Midlands but as overall imports exceeded exports it is likely that this is a result of market factors rather than significant shortages of capacity within Y&H. Proportionately more hazardous waste is imported to Y&H than HIC or inert waste, suggesting the area plays an important inter-regional role in the management of this type of waste.

11.9 At a sub-regional level, the data suggests that Former Humberside, South and West Yorkshire all play an important role in provision of treatment capacity both within and beyond the Y&H boundary, although capacity in the North East is also significant in managing waste arising in North Yorkshire. West Yorkshire and East Midlands appear to play a significant role in the treatment of hazardous waste arising in the area. Former Humberside is the largest recipient of imports of waste for landfill, although in 2011 much of this waste originated outside the Y&H area.

11.10 Continued monitoring and evaluation of trends in waste arisings, management methods and capacity in Y&H will be needed and would benefit from a move towards greater consistency between WPAs. There is also a need to consider the implications of emerging spatial patterns of growth and development and the links between provision of waste management capacity and other key issues such as carbon reduction.

12.0) Conclusions

12.1 This Position Statement has identified a number of matters relevant to waste planning in the Y&H area. In particular, it helps demonstrate the scale and range of waste infrastructure, as well as the extent to which movements of waste within and across the Y&H boundary play a role in the management of waste. In some cases the inter-relationships implied by these movements suggest there may be a need to consider more specific agreed

position statements, or memoranda of understanding, between relevant authorities in order to help demonstrate that adequate provision for waste management capacity is likely to be available.

12.2 The Statement has also highlighted some of the limitations which may constrain the ability to plan in detail for waste management capacity, taking into account the wide range of factors that can influence how capacity can be identified or utilised.

12.3 It is intended that the Statement can also provide a benchmark for future monitoring of waste infrastructure, capacity and movements for the Y&H area.

Appendix 1 - Progress with waste local plans in Yorkshire and Humber, as at April 2014

North Yorkshire County Council, City of York and North York Moors National Park - producing a Minerals and Waste Joint Plan, which is currently at the Issues and Options Consultation stage. Preferred Options stage is expected to be reached by the end of 2014.
Doncaster, Rotherham and Barnsley metropolitan borough councils - adopted a Joint Waste Plan in 2012.
Leeds City Council - adopted a Natural Resources and Waste Local Plan in January 2013.
North East Lincolnshire Council - a new Local Plan is expected to reach Preferred Approach stage by May 2015.
Kirklees Metropolitan Borough Council - withdrew a Submitted Core Strategy in October 2013. Now progressing with a Local Plan which will incorporate waste. Consultants to be appointed to undertake an independent waste needs assessment. Anticipated adoption of the Local Plan is summer 2017.
Calderdale Metropolitan Borough Council - Publication version of the Core Strategy is expected July 2014. Land Allocations and Designations First Consultation is expected late 2014.
Hull City Council & East Riding of Yorkshire Council - Issues and Options consultation carried out in 2012. Progress update to be reported to both Councils in October 2014.
Bradford Metropolitan District Council - Core Strategy examination is due later in 2014, Waste DPD publication in Autumn/Winter 2014.
Tees Valley authorities - a Joint Minerals and Waste Development Plan Document was adopted in September 2011.
Wakefield Metropolitan District Council - adopted a Waste Development Plan Document in December 2009 and a Core Strategy and Development Policies Development Plan Document in April 2009.
Yorkshire Dales National Park Authority - currently reviewing the policies contained within the

1998 Minerals and Waste Local Plan. It is expected that this document will be adopted in late 2015 to early 2016.

North Lincolnshire Council - set out broad strategic policies for Minerals & Waste in an adopted Core Strategy Development Plan Document (June 2011). A Minerals and Waste Development Plan Document is now being prepared with Issues & Options consultation expected in autumn 2014, followed by second stage of consultation in late spring/early summer 2015 and formal consultation on the draft document in Autumn 2015. Adoption is expected in Summer/Autumn 2016.

Sheffield City Council – a Core Strategy (including waste policies) was adopted in March 2009.

Appendix 2 – Strategic Waste Facilities within the Yorkshire & Humber area²³

This Appendix includes information on major facilities (either operational or with planning permission). The first table includes information on recycling, treatment and composting facilities with the benefit of an EA permit capacity in excess of 75,000 tpa (transfer facilities have been excluded). The second table shows information on known major operational or EA permitted EfW facilities. Specific capacity information is not available for all of these at this stage. The third table shows landfill facilities with remaining capacity in excess of 1,000,000 cubic metres at end 2012) as well as hazardous landfill facilities. Sites taking only inert waste have been excluded. The fourth table shows facilities subject of current (May 2014) EA permit applications as an indicator of other significant treatment/incineration facilities which may be brought forward.

Table 1 - Waste Facilities (Facilities with an EA Environmental Permit of over 75,000 tpa capacity)

Site	Operator	Activity Description	Local Authority District	NGR
South Kirkby Waste Management Facility	Shanks Waste Management Limited	Materials Recycling Facility	Wakefield	SE4470 1180
South Kirkby Plant	Reuse Collections Ltd	Materials Recycling Facility	Wakefield	SE45960 10755
Reuse Glass Uk Ltd	Reuse Glass U K Ltd	Materials Recycling Facility	Wakefield	SE49590 22990
Knowsthorpe Way Transfer Station	Skelton Ltd	Materials Recycling Facility	Leeds	SE33050 31560
Carr Crofts Site	Associated Waste Management Ltd	Materials Recycling Facility	Leeds	SE26958 33361
Esholt WWTW	Yorkshire Water Services Ltd	WWTW	Bradford	SE19031 39081
Biowise Albion Lane Composting Facility	Biowise Limited	Treatment	East Riding of Yorkshire	TA01238 31220
Sharneyford Works	The TEG Group Plc	Composting	Calderdale	SD89357 24136
Harewood Whin Compost Facility	Yorwaste Ltd	Composting	York	SE53820 51820
Waste Recycling And Diversion Limited	Waste Recycling & Diversion Limited	Treatment	Rotherham	SK40474 91460
Gelder Road Resource	Biffa Waste Services Ltd	Materials Recycling	Leeds	SE27492 31720

²³ Based on information supplied by the Environment Agency

Management Centre		Facility		
The Maltings Organics Treatment Facility	The Maltings Organic Treatment Ltd	Composting	Selby	SE50500 31200
Clayton Hall Farm Bioenergy Plant	Clayton Hall Farm Bioenergy Llp	Treatment	Kirklees	SE27030 11380
St Bernards Mill MRF	Associated Waste Management Ltd	Materials Recycling Facility	Leeds	SE25840 29930
Jerry Lane Landfill	Mytum & Selby Waste Recycling Ltd	Materials Recycling Facility	East Riding of Yorkshire	SE74000 22500
Commons Farm	CS Backhouse Limited	Composting	East Riding of Yorkshire	SE69722 20384
Bolton Road Waste Treatment & Renewable Energy Facility	Shanks Waste Management Ltd	Treatment	Rotherham	SE45400 01300
South Kirkby Waste Management Facility	Shanks Waste Management Ltd	Treatment	Wakefield	SE44700 11800
Ducknest Farm Composting Facility	Inztec Composting Limited	Composting	East Riding of Yorkshire Borough	SE8399 3792

Table 2 -Energy-from-Waste Facilities (it is expected that this Table will be developed further in future reviews of this Statement as more information becomes available).

Site	Operator	Annual Permitted Capacity (tpa)	LA District	Waste/Fuel	NGR
Operational					
Knostrop Clinical Waste Incinerator	SRCL Ltd	17,000	Leeds	Clinical	SE3250 3150
Blackburn Meadows Sewage Sludge Incinerator	Yorkshire Water Services Limited		Sheffield	Sewage	SK3955 9154
Kirklees EfW	SITA (Kirklees) Limited		Kirklees	MSW	SE1480 1765
Calder Valley Sewage Sludge Incinerator	Yorkshire Water Services Limited		Kirklees	Sewage	SE1784 2066
Knostrop Treatment Works Sewage Sludge	Yorkshire Water Services Limited	27,000	Leeds	Sewage	SE3256 3160

Incinerator					
Kirk Sandall Thermal Treatment Plant	Trackwork Ltd		Doncaster	Treated Wood	SE5807 0216
Sheffield Energy Recovery Facility	Veolia ES Sheffield Limited	200,000	Sheffield	MSW	SK3673 8794
Esholt Sewage Sludge Incinerator	Yorkshire Water Services Limited		Bradford	Sewage	SE1885 3966
Not Yet Operational					
Leeds RERF*	Veolia ES Leeds Ltd	214,000/180,000	Leeds	MSW / C&I	SE3281 3244
Bowling Back Lane Resource Recovery Facility	FCC Recycling (UK) Limited	250,000/190,000	Bradford	MSW	SE1817 3249
Templeborough Biomass Energy Development	BRITE Partnership	170,000 (85 composted/85 virgin)	Rotherham	Biomass	SK4168 9191
Ferrybridge Multifuel Facility*	Ferrybridge MFE Limited	675,000	Wakefield	MSW / C&I	SE4750 2472
Allerton Waste Recovery Park	AmeyCespa Limited	262,000,40,000, 320,000	Harrogate	MSW / C&I	SE4062 5992
Land East of Former Gas Works, Airedale Road, Keighley	Halton Group	190,000	Bradford	C&I	SE4080 4414
Former site of Solaglas factory, Bradford	Energos	180,000	Bradford	C&I	SE1671 3171

*Under Construction

Table 3 - Landfill Facilities (excludes inert only facilities)²⁴

Site	Operator	Capacity 2012 (cubic metres)	Site Type	Sub-region	NGR
Allerton Park Landfill	Waste Recycling Group Ltd	2,406,831	Non Hazardous	North Yorkshire	SE4120 5973
Barnsdale Bar Quarry Landfill	Waste Recycling Group Ltd	3,360,000	Non Hazardous	South Yorkshire	SE5150 1450
Bradley Park Tip	Bradley Park Waste Management Ltd	1,583,486 ²⁵	Inert (SNRHW)	West Yorkshire	SE1635 2135
Camp Wood Landfill	Singleton Birch Ltd	1,875,487	Non Hazardous	Former Humber side	TA0839 1114

²⁴ Doncaster Metropolitan Borough Council have also indicated that there are two large scale dredging sites along the River Don in Doncaster and Rotherham to enable removal of river sediment, with no other suitable waste management sites available in the Y&H area.

²⁵ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

Carnaby Landfill	Waste Recycling Group Ltd	1,981,815	Non Hazardous	Former Humberside	TA1470 6510
Conesby Quarry	North Lincolnshire Council	3,750,000	Non Hazardous	Former Humberside	SE8985 1450
Croft Farm Landfill	Onyx Landfill Ltd	1,452,000	Non Hazardous	South Yorkshire	SE5560 0970
Crosby North Landfill	Corus UK Ltd	1,649,629	Non Hazardous	Former Humberside	SE9105 1305
Gallymoor Landfill	Waste Recycling Group Ltd	1,315,303 ²⁶	Non Hazardous (SNRHW)	Former Humberside	SE8400 3981
Harewood Whin Landfill	Yorwaste Ltd	2,286,695	Non Hazardous	North Yorkshire	SE5360 5130
Holmes Farm Landfill	Yorkshire Water Services Ltd	1,120,000	Non Hazardous	South Yorkshire	SK4050 9190
Immingham Landfill	Waste Recycling Group Ltd	2,252,583	Non Hazardous	Former Humberside	TA2007 1410
Parkwood Landfill Ltd	Viridor	2,194,882	Non Hazardous	South Yorkshire	SK3440 8940
Peckfield Landfill	Shanks	2,830,006	Non Hazardous	West Yorkshire	SE4340 3250
Roxby Gullet Landfill	Biffa Waste Services Ltd	6,141,692	Non Hazardous	Former Humberside	SE9150 1670
Skelton Grange Landfill	Biffa Waste Services Ltd	1,667,668 ²⁷	Non Hazardous (SNRHW)	West Yorkshire	SE3630 3030
Thurcroft Landfill	Waste Recycling Group Ltd	5,035,000	Non Hazardous	South Yorkshire	SK9667 8954
Welbeck Landfill	Waste Recycling Group Ltd	8,911,098	Non Hazardous	West Yorkshire	SE3614 2209
Winterton Landfill North	Waste Recycling Group Ltd	2,611,024	Non Hazardous	Former Humberside	SE9128 2023
Winterton Landfill South	Waste Recycling Group Ltd	895,481 ²⁸	Hazardous Merchant	Former Humberside	SE9120 2020

Source: Environment Agency

Table 4 -Submitted Environmental Permits (as at May 2014)

Site Name	Applicant Name	Permit Type	Local Authority	Application Status	NGR
Wheldon ACT and AD Plant	Clean Power (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	Wakefield	Allocated & in process	SE4397 2621
Crawberry Hill Wellsite	Rathlin Energy (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	East Riding of Yorkshire	Issued	SE9766 3772

²⁶ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

²⁷ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

²⁸ Capacity at this facility is below the 1,000,000 cubic metres threshold used in Table 3. It has been included as it is the only dedicated merchant hazardous landfill in Y&H

West Newton Wellsite	Rathlin Energy (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	East Riding of Yorkshire	Issued	TA1927 3913
Bolton Road Waste Treatment & Renewable Energy Facility	Shanks Waste Management Ltd	Recovery or Recovery and Disposal - >50 tonnes per day of Non-Haz. Waste (>100 tonnes per day if only AD) Involving Biological Treatment	Rotherham	Allocated & in process	SE4540 0130
Leeds Riverside Renewable Energy Facility	Clean Power (UK) Limited	Incineration of Non-Haz. Waste - Capacity >3 Tonnes per hour	Leeds	Allocated & in process	SE3189 3194
Holbrook Community Renewable Energy Centre	UYE (UK) Limited	Incineration of Non-Haz. Waste - Capacity >3 Tonnes per hour	Sheffield	Allocated & in process	SK4452 8167
S R C L Leeds Clinical Waste Facility	SRCL Ltd	Physico- Chemical Treatment Facility	Leeds	Allocated & in process	SE 32497 31541
Goole Transfer Station	FCC Environment Limited	HCI Waste TS + treatment	East Riding of Yorkshire	Issued	SE 72754 23519
Arthington Quarry	Associated Waste Management Ltd	Physical Treatment Facility	Leeds	Allocated & in process	SE 26788 43644

Yorkshire and Humber

Waste Position Statement



Yorkshire and Humber Waste Planning Authorities

November 2015

Summary

This Waste Position Statement for Yorkshire and Humber (Y&H) has been produced jointly by all seventeen Waste Planning Authorities in the Yorkshire and Humber area to help ensure appropriate coordination in planning for waste. A number of key messages emerge from it. In summary these include:

- The Y&H area generates large volumes of waste, with commercial and industrial waste and hazardous waste particularly significant relative to other regions.
- Substantial progress has been made over the past decade in Y&H towards managing waste more sustainably, although rates of landfill are still relatively high compared to some other regions.
- A large network of waste management infrastructure already exists in Y&H and a number of major new facilities, particularly for the management of residual waste, have recently received permission or are under consideration.
- Landfill capacity is relatively high but reducing and the area has the highest concentration of glass and metal reprocessing facilities in the UK.
- Although Y&H generates relatively large amount of hazardous waste, mainly in the more urbanised areas, capacity for its' management is relatively low.
- Movements of waste both into and out of Y&H are significant although, overall, the area appears to be largely self-sufficient in meeting its waste management needs. In 2014 the area imported substantially more waste than it exported. The main interactions between Y&H and its neighbours are with the East Midlands, North West and North east.
- Important movements of waste also take place within Y&H, reflecting imbalances in the distribution of infrastructure and arisings, as well as the operation of the market.
- The position with regard to emergence of new capacity is changing rapidly, and there are challenges in obtaining good data on how and where waste arises and is managed. Comparison of data for 2011, included in the first Y&H Waste Position Statement (July 2014) suggests some significant variation in movements of waste have occurred.
- Local plans for waste are at a range of stages of preparation but provide an opportunity to address needs for sustainable waste management alongside other relevant spatial issues. A degree of coordination within Y&H will be beneficial in delivering this.

Yorkshire and Humber Waste Position Statement 2014

13.0) Purpose of the Statement

1.1 This Statement has been produced to assist with coordination in strategic planning for waste by waste planning authorities (WPAs) in the Yorkshire & Humber (Y&H) area. It represents an update to a first version of the Statement produced in July 2014 and subsequently endorsed by WPAs in the area.

1.2 The need for the Statement was first identified at a meeting of waste planning officers, representing a range of WPAs in the Y&H area, which took place on 4 April 2014. The July 2014 Statement and this update have been produced by North Yorkshire County Council in consultation with the Environment Agency (EA) and WPAs within Y&H, including through the Waste Technical Advisory Body.

1.3 The Statement sets out some key background information about waste and waste planning in the area and, in particular, identifies some of the key information that is likely to be relevant to preparation and review of waste local plans and which may affect more than one local authority area. To this extent the Statement is also intended to assist WPAs in the area to fulfil their statutory requirements under the “Duty to Cooperate” obligation in line with the regulations and paragraphs 178 and 182 of the National Planning Policy Framework.

1.4 It is intended that the Statement will be reviewed periodically to help ensure that the information it contains is as up to date as practicable.

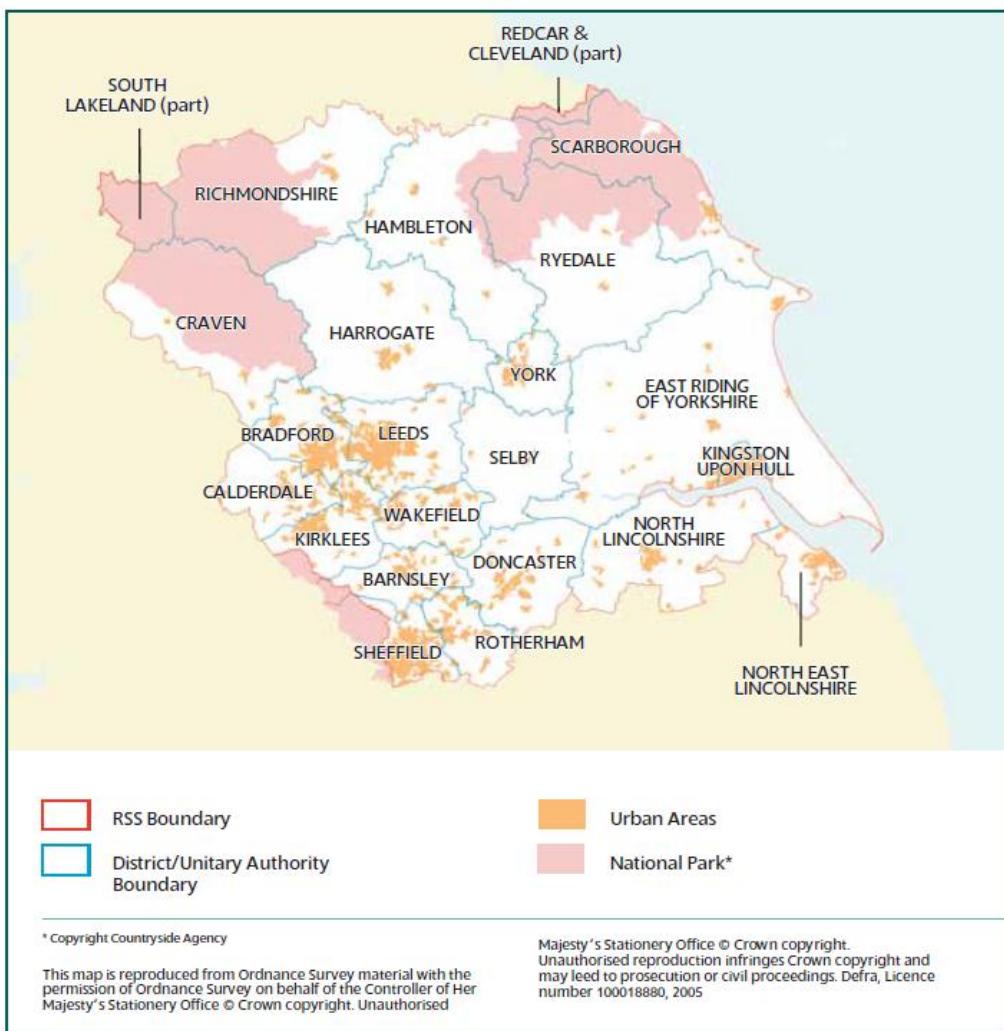
14.0) Context

2.1 Coordination in waste planning in the area was previously facilitated through the adopted Regional Spatial Strategy for Yorkshire and Humber (2008), which was revoked in 2012. Further support was provided by the waste Regional Technical Advisory Body (RTAB) for Yorkshire and the Humber, which was convened and serviced by the former Yorkshire and Humber Regional Assembly. The former RTAB last met formally in 2009. Current national planning policy (including NPPF and National Planning Policy for Waste (Oct 2014)) encourages cross-boundary coordination in planning for infrastructure, including waste management infrastructure but requires that this is delivered at a local level through collaboration between relevant planning authorities. As noted in para.1.2 a meeting of waste planning officers took place in April 2014 to help improve coordination, leading to establishment of a new Waste Technical Advisory Body, which has since met regularly.

2.2 The YH area comprises 17 WPAs all of which are unitary planning authorities with the exception of the North Yorkshire County Council area, which is two tier²⁹.

²⁹ The total area includes three National Park Authorities with planning responsibilities for waste (North York Moors and Yorkshire Dales and the Peak District National parks). Parts of each of these planning authority areas lie outside the Y&H area, with waste collection and disposal responsibilities being exercised by waste collection and disposal authorities falling outside Y&H. Redcar and Cleveland Borough Council fulfils these responsibilities over a small part of the North York Moors National Park and Cumbria County Council and South Lakeland District

Figure 1 - Yorkshire and Humber area



2.3 The geography and demography of the area is very diverse, comprising large urban areas within the Leeds and Sheffield City Regions, as well as extensive areas which are highly rural.

2.4 In addition to being a substantial geographical area in its own right, the area also has important linkages with its neighbours, including the Tees Valley conurbation to the north, Manchester to the west and the East Midlands.

2.5 This diverse make-up and setting is of significance in influencing patterns of arisings and movements of waste within and across the area boundary.

2.6 As well as representing a challenge, management of waste also provides opportunities for the local and wider economies and employment and is therefore important in ensuring the wider sustainability of the YH area.

Figure 2 - English regions

Council fulfil these responsibilities over a small part of the area covered by the Yorkshire Dales National Park Authority.



2.7 There is a clear link between waste and other issues with a planning or spatial dimension, such as patterns of future growth in housing and employment, climate change and sustainable transport. It is expected that future growth in Yorkshire and Humber will take place mainly within or around the main urban areas. In order to ensure that waste can be managed near to where it arises, and that communities can play an appropriate role in managing the waste that arises in their areas, it is likely that provision of most waste management capacity will also be in such locations. However there are exceptions to this. For example there is a close association between landfill of waste and the more rural parts of Yorkshire and Humber, where landfill has been used both as a means of disposing of waste and restoring mineral workings.

2.9 Whilst progress towards sustainable waste management means that landfill is likely to be of greatly reduced significance in future, it will nevertheless continue to play a role in dealing with wastes which cannot be managed by other means. There will also be a continuing need to manage more difficult wastes, which may require specialised facilities. The market for such wastes in particular may operate at a wider geographical level and it is likely that for this, and other commercial reasons, there will be continue to be substantial movements of wastes across the border of Y&H in future.

2.10 The overriding goal of the Government's waste planning policy is to move waste up the waste hierarchy³⁰ away from landfill towards prevention, reuse, recycling and other recovery

³⁰ The waste hierarchy sets out a priority preference for the management of waste, with prevention at the top followed by reuse, recycling with disposal as the least favoured option.

solutions. This approach will require coordination of effort between local planning authorities and other public bodies as well as commercial organisations, individuals and the waste industry.

2.11 Strategic planning for waste has an important role to play in helping to deliver such coordination and move waste up the hierarchy, as well as ensuring that an appropriate pattern of facilities is available, taking into account the needs of the area as well as other spatial planning objectives. In particular there is a need to help ensure that an integrated and adequate network of waste management facilities can be delivered in order to allow waste to be dealt with as near as possible to its source.

15.0) Waste plans in the area

3.1 Local plans for waste in the area are at a range of stages of preparation, with some having been adopted whilst others are only at Issues and Option stage. In some instances these plans have been prepared and adopted in advance of the introduction of the Duty to Cooperate and may not fully reflect available information on cross-boundary waste movements and issues. The need for cooperation between WPAs on waste issues has already been recognised by some WPAs in the area who have, or are, producing their waste plans on a joint basis with other WPAs.

3.2 One of the roles of this Position Statement is to help deliver increased cooperation and coordination in waste planning in the area, through establishing a range of agreed baseline information that may be relevant.

3.3 Appendix 1 summarises the position with preparation of waste plans around the YH area, as at June 2015.

16.0) Waste data issues

4.1 Availability of robust data is important in planning for waste both within and across local authority boundaries. However, acquisition of high quality data on waste arisings, movements and management methods is a significant challenge. This is not an issue which is unique to the Y&H area and is a result of a number of factors. These include;

- the wide range of organisations involved in the management of waste;
- the nature of the current data reporting and collection mechanisms used, and;
- the nature of waste management markets and processes, which may lead to double counting of waste as it passes through more than one form of management activity.

A further issue is that data is sometimes only available at a sub-regional or sub-national level, for example some data on waste movements. This can limit the extent to which WPAs can plan for waste with a high degree of precision.

4.2 Some WPAs in the area have commissioned specific research into waste arisings and management capacity to help inform preparation of waste plans for their areas. In some cases these have been prepared on a collaborative basis between groups of local

authorities, for example a North Yorkshire sub-region study has been undertaken and published in 2013, with a subsequent update in 2015.

4.3 Management of waste is increasingly a complex process, with waste often passing through several stages from the point of arising. As a result several different facilities, organisations and waste planning authority areas may be involved in the management of a particular item of waste. In the majority of cases these arrangements are determined by market forces outside the control of WPAs. Furthermore, such arrangements may be subject to change over short periods of time as a result of commercial factors. The inevitable time gap between availability of data and actual events, typically one to two years, means that it can be very difficult to gain an accurate and comprehensive picture of how management of waste in a given area is actually occurring.

4.4 It is also relevant that the policy and regulatory picture relating to waste management has been, and continues to, evolve rapidly and this is likely to influence the activities of producers and managers of waste, as well as being relevant to the development of local planning policy for waste. This further increases the challenges in planning for the management of waste.

4.5 The first Position Statement, published in July 2014, utilised data for 2011 published by the Environment Agency in its own series of Position papers. Whilst the EA subsequently published Position papers for 2012, in some cases with more limited data reporting than for 2011, further updates have not been produced. This has posed additional challenges in the collation of data to feed into this review. As a result, it has not been practical to provide updated information for all aspects reported in the July 2014 Statement. This update has also drawn on data published in the Environment Agency's Waste Data Interrogator and Hazardous Waste Data Interrogator databases for the 2014 calendar year to ensure the most up to date position is reported where practicable.

17.0) The role of Yorkshire and Humber in the management of waste

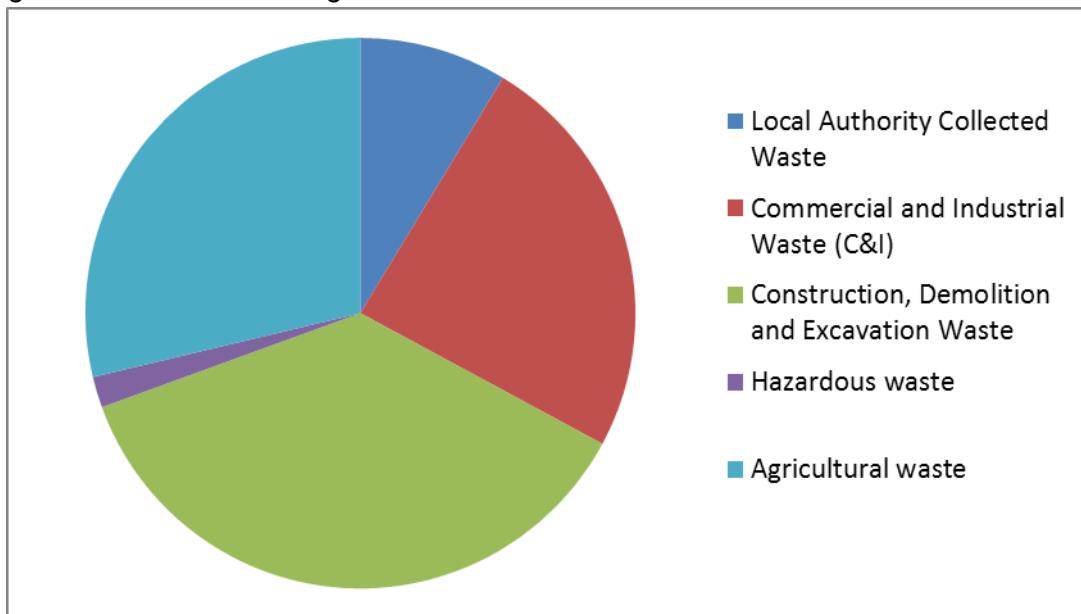
5.1 This section summarises key information on main waste arisings and deposits in Y&H. It should be noted that in order to provide an indication of arisings of the main waste streams it is necessary to use a range of data sources, some of which are now quite old. For example estimates of agricultural waste date from 2003 and pre-date changes in the classification of this waste stream. Construction, demolition and excavation waste estimates are also relatively old and pre-date the recession.

Table 1 - Estimated arisings in Y&H

Waste Stream	Estimated Arisings (000 tonnes)	Data Source
Local Authority Collected Waste (LACW)	2,490	2013/14 waste data flow
Commercial and Industrial waste (C&I)	6,944	2009 Defra national survey
C&I minus power and utilities	4,880	2009 Defra national survey
Construction, demolition and excavation waste (CD&E)	10,497	2005 data (WRAP)
Hazardous waste	522	2014 EA data

Agricultural waste	8,245 of which 8,186 were organic by-products waste	2003 EA estimate
Low Level radioactive waste (LLR)	No regional estimate available ³¹	N/A

Figure 3 - Estimated arisings in Y&H



5.2 As well as being a generator of substantial volumes of waste, the area also hosts a wide range of waste management facilities. . In 2012 the Y&H region had the second highest number of sites with environmental permits of any region in England. These include a number of waste management facilities which are likely to be of strategic significance, in terms of meeting waste management needs arising both in and outside the area. Further information on these is included in the Appendices.

5.3 Information produced by the EA indicates that, at the end of 2012, there were 819 operational waste management facilities permitted by the EA, an increase of 34 on the 2011 position. It should be noted that there were a further 422 facilities which were permitted but not operational (an increase of 49 on the 2011 figure) as well as a significant number of other facilities which operate under permit exemptions³². The following table shows the number of operating permitted facilities by sub-region in 2011 (sub-regional data for 2012 is not available).

Table 2 - Operational facilities in Y&H 2011³³

Sub-region	Former Humberside ³⁴	North Yorkshire	South Yorkshire	West Yorkshire
No. of operational facilities	157	115	212	288

³¹ The EA confirmed in 2011 that the production of LLR waste in North Yorkshire is below the reporting threshold – measured in terms of radioactivity, and the annual arising of LLR waste in the North Yorkshire Plan area is likely not to exceed 50m3. This would suggest that likely Y&H arisings would be minimal in comparison to other waste streams.

³² EA Position Paper - Former Y&H Regional Government Planning Level Permitted Waste Management Facilities 31 December 2012

³³ EA Position Paper - Former Y&H Regional Government Planning Level Permitted Waste Management Facilities 31 December 2011

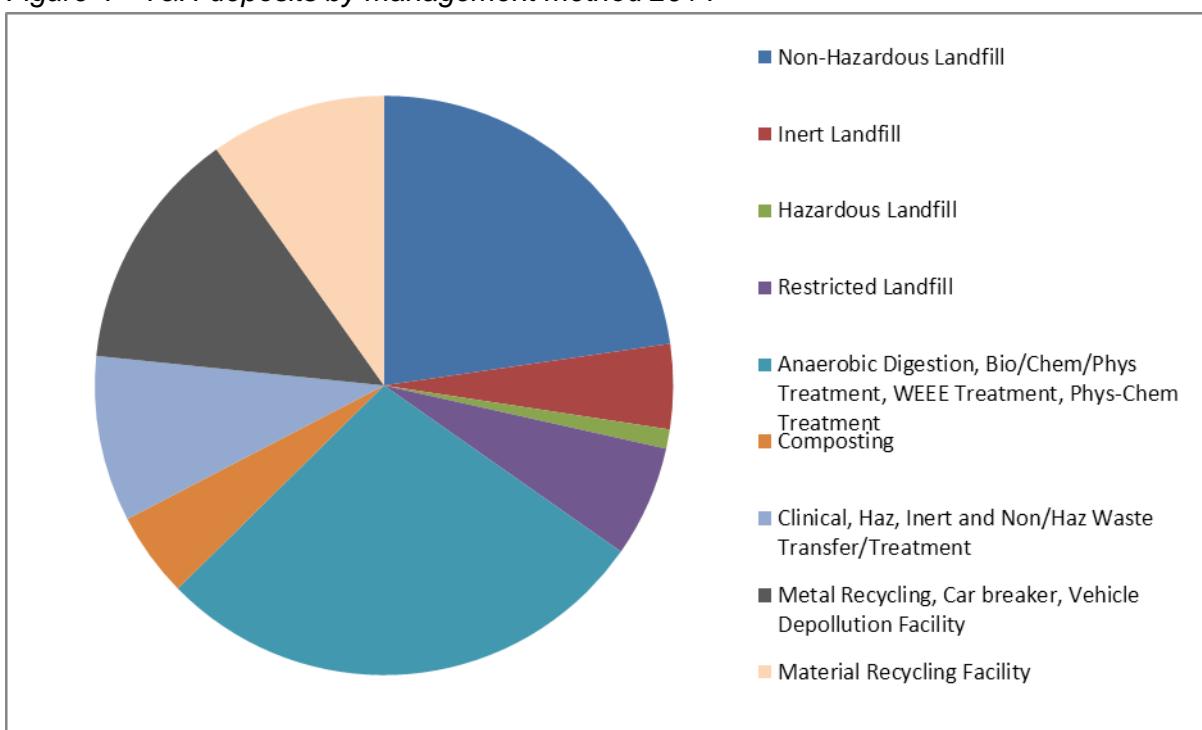
³⁴ Includes East Riding, Hull, North Lincolnshire and North East Lincolnshire

5.4 The more detailed information published by the EA suggests that, in 2014, the distribution of facility types across the area is relatively uneven, with certain facility types, such as clinical waste transfer stations and chemical treatment facilities only located in West and South Yorkshire, whereas there are proportionately more landfill sites in North Yorkshire and Former Humberside. The following table summarises deposits of waste by facility type in Y&H.

Table 3 - Y&H deposits by management method 2014³⁵

Facility Type	Deposits (Percentage)
Landfill	4.3 mt
Non-hazardous	65%
Inert	14%
Hazardous	3%
Restricted	18%
Treatment	5.2 mt
Anaerobic Digestion, Biological/Chemical/Physical Treatment, WEEE Treatment, Physical-Chemical Treatment	67%
Composting	11%
Clinical, Hazardous, Inert and Non/Hazardous Waste Transfer/Treatment,	22%
Recycling	2.9 mt
Metal Recycling, Car breaker, Vehicle Depollution Facility	58%
Material Recycling Facility	42%

Figure 4 - Y&H deposits by management method 2014



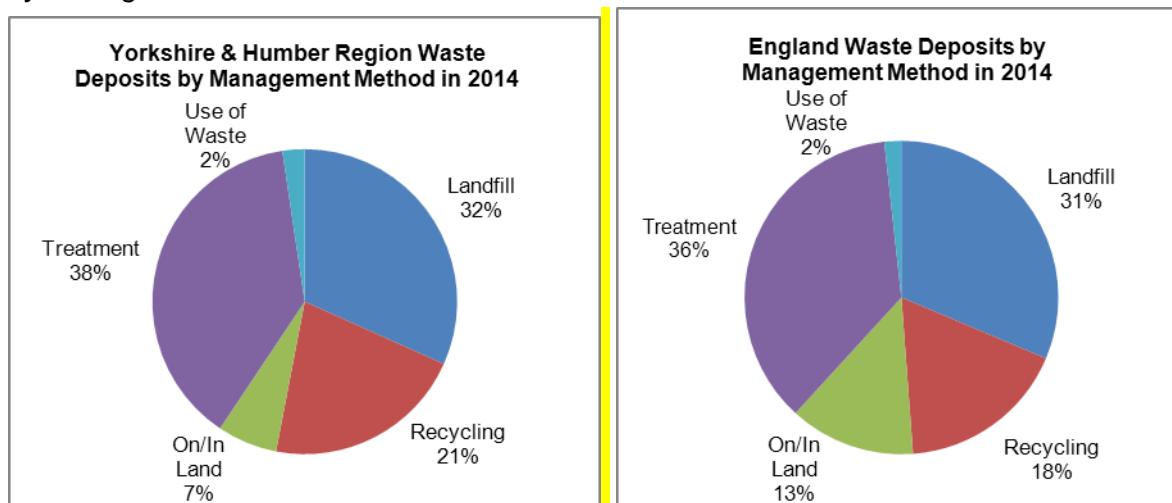
³⁵ EA 2014 Waste Data Interrogator

5.5 A further breakdown of deposits in Y&H in 2014, compared with the position for England, is provided in the table and charts below. This shows that a slightly higher proportion of waste was recycled, treated and managed at landfill in Y&H compared with the position for England, although this may be partly accounted for by the large quantities of waste disposed of at restricted user facilities in Y&H associated with power generation. Correspondingly Y&H had a lower proportion of waste managed On/In Land, which refers to three types of more specific waste management methods; Deep Injection; Lagoon, and; Land Recovery. The term 'Use of Waste' refers to three types of more specific waste management methods: Construction, Reclamation and Timber Manufacturing.

Table 4 - Total waste in tonnes received by waste facilities within Y&H and England 2014 (kilo tonnes)³⁶

	Landfill	Treatment	Recycling	On/In Land	Use of Waste		Total		Transfer
Yorkshire & Humber	4,331	5,226	2,915	871	322		13,666		4,914
England	41,288	48,003	22,999	17,080	2,308		131,677		46,717

5.6 Please note that the data above categorises Material Recycling Facilities (MRF) under Recycling, whereas the Environment Agency categories this facility type under Treatment. For the purposes of this document the view has been taken that MRFs should be included under 'Recycling' because of the similar nature of the processes that take place at these types of site. The result of this is that the waste data presented in this document may not be directly comparable with that presented by the Environment Agency. Compared with data for 2012 published in the first Y&H Waste Position Statement, total inputs to facilities in Y&H increased slightly between 2012 and 2014, with a large increase in waste inputs for treatment outweighing reduction in inputs for landfill and recycling. *Figure 5 - Waste deposits by management method³⁷*

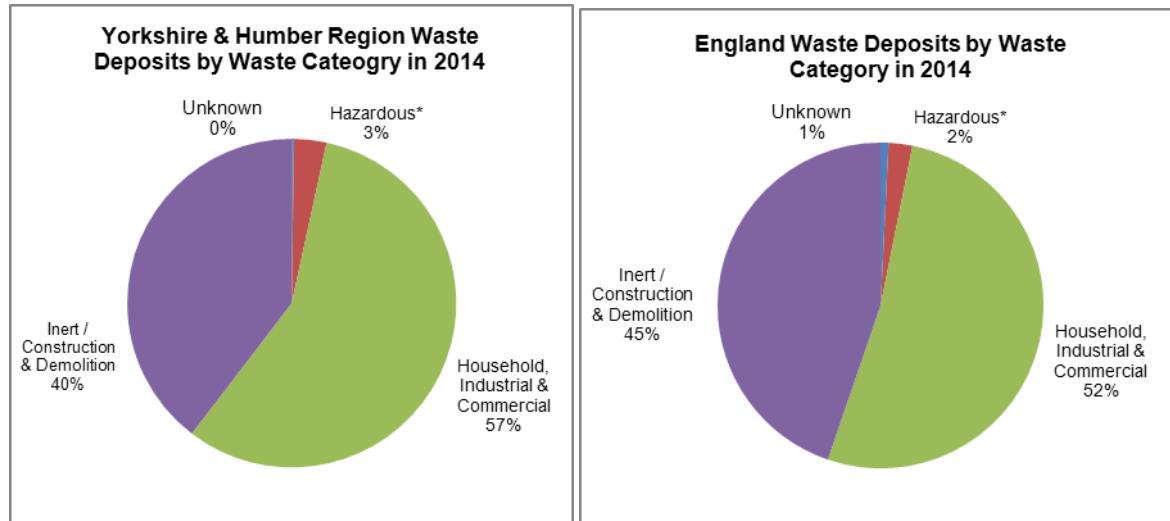


³⁶ EA 2014 Waste Data Interrogator and Hazardous Waste Data Interrogator

³⁷ EA 2014 Waste Data Interrogator

5.7 Information is also available on overall waste deposits in Y&H by waste category. This is summarised in the charts below, which show that the area managed a slightly higher proportion of household/industrial and commercial (HIC) waste than for England as a whole, with a correspondingly lower proportion of inert/construction and demolition waste. Compared with 2012 data included in the first Position Statement there has been a relative increase in the proportion of deposits of inert/C&D waste in Y&H, potentially reflecting increased activity in the construction sector during economy recovery.

Figure 6 - Waste deposits by waste stream³⁸



5.8 Management of hazardous waste usually requires more specialised facilities. As a result of the relatively highly industrialised nature of parts of the Y&H area, arisings of hazardous waste are significant. Data published by the EA shows that the main types of hazardous waste produced in the region are wastes from organic chemical processes, construction and demolition waste (such as asbestos), waste water/water treatment wastes and oil wastes.

5.9 The following table shows the distribution of hazardous waste arisings, with the highest amount of arisings originating from South Yorkshire and the majority of that remaining relatively evenly distributed between West Yorkshire and the Hull and Humber area. Arisings in North Yorkshire are much lower. Overall arisings of hazardous waste in Y&H increased by around 15% between 2011 and 2014, mainly as a result of increased arisings in South Yorkshire. Disposals of hazardous waste in the area increased by around 40% over the same period, with the large majority of this accounted for by an increase on West Yorkshire. The reason for this large recorded increase in deposits is not known but is likely to reflect increased imports to Y&H.

Table 5 - Hazardous waste arisings and deposits by Y&H sub-region 2014³⁹

³⁸ EA 2014 Waste Data Interrogator. *Note: the hazardous waste figures are sourced from the Environment Agency's 2014 'Hazardous Waste Interrogator' and is believed to be a more accurate representation of hazardous waste deposits than those sourced from the Environment Agency's 2014 'Waste Interrogator'. The amount of waste defined as 'unknown' has been determined by subtracting the amount of deposited hazardous waste defined in the '2014 Hazardous Waste Interrogator' from the amount of deposited hazardous waste defined in the '2014 Waste Interrogator'

³⁹ EA Hazardous Waste Data Interrogator – 2014 Data

Sub-region	Produced (000 tonnes)	Disposed (000 tonnes)
Former Humberside	143	94
North Yorkshire	33	13
South Yorkshire	204	164
West Yorkshire	141	324
Total	522	594

5.10 The EA note that there was movement of hazardous waste around the region and between other regions, depending on the location of specialist facilities. All sub-regions are net exporters of hazardous waste except West Yorkshire, which imports substantially more waste than it exports. Approximately 84% of the waste managed within West Yorkshire in 2014 originated from outside the Sub-region, and 65% originated from outside Yorkshire & Humber, demonstrating its significance on a wide geographical scale. South and North Yorkshire were particularly reliant on exports, with an export proportion of 75% and 86% respectively. However, actual volumes of waste exported by North Yorkshire were very low compared to other Y&H sub-regions.

5.11 Unlike for other waste streams EA data allows a breakdown of arisings and deposits of hazardous waste by district to be identified for 2014. This shows that Rotherham was the largest producer of hazardous waste and that arisings in this district significantly exceeded deposits. Kirklees and Leeds were particularly significant in terms of deposits of hazardous waste, with Rotherham, Wakefield, Sheffield, North East Lincolnshire and Hull also playing an important role. Deposits in Kirklees were mainly of construction & demolition waste and liquid hazardous waste whereas a significant amount of deposits in Leeds derive from organic chemical processes. The EA data indicates that Kirklees was particularly important for hazardous waste landfill, Leeds for hazardous waste treatment and Wakefield important for recovery of hazardous waste. It is also known that North Lincolnshire contains an important site for landfill of hazardous waste.

5.12 The Y&H area has the highest concentration of specialist glass and metal processing facilities in the UK, reflecting its strengths in modern manufacturing and technologies⁴⁰. A very large majority of this waste is collected from glass bottle banks - a well established collection infrastructure in the region. These facilities reuse and recycle this waste to create useable products to support the growth of construction and manufacturing industries. There are also a number of paper and plastic re-processing facilities in the region. As a result, waste is often transported over long distances to specialist facilities in the Y&H area.

5.13 The amount of low level radioactive waste that is generated in the UK is very small compared to other types of waste. The national inventory of radioactive waste confirms that there are 35 major radioactive waste producers in Britain, including a steel plant in Sheffield, which produces and stores low level radioactive medical and industrial waste⁴¹. A very large majority of low level radioactive waste arises from the decommissioning and clean-up of nuclear sites. None of these are located in the Y&H area⁴².

⁴⁰ Yorkshire and Humber Waste Data Report (Environment agency, September 2010)

⁴¹ Radioactive Wastes in the UK: A summary of the 2013 Inventory (Department of Energy and Climate Change and Nuclear Decommissioning Agency)

⁴² The UK Strategy for the Management of Solid Radioactive Waste from the Non Nuclear Industry

5.14 Low level radioactive waste in the region is generated from industrial and commercial processes such as medical treatment (e.g. hospitals), research, fuel processing plants/institutions and other specialist industrial processes (e.g. steel smelting). Currently there are no permanent disposal facilities in the region and low level radioactive waste is transported to specially licensed sites outside the region. There is potential for increased generation of low level radioactive waste in the area (in the form of naturally occurring radioactive materials) in association with development activity associated with shale gas.

5.15 A distinctive feature of waste management in Y&H is the high quantities of waste from the power and utilities sector which are disposed of by landfill at dedicated private facilities. These wastes occur mainly in the form of combustion ash generated by major power stations in North and West Yorkshire (Drax, Eggborough and Ferrybridge). Substantial landfill capacity exists for the management of these wastes. The generation and deposit of these wastes has a significant impact on the overall landfill rate for the area.

18.0) Movements of waste

6.1 Data on movements within and across the Y&H area boundary are limited but can provide a general indication of the role the area plays in the management of waste and how it interacts with other areas.

6.2 Total imports to the Y&H area were approximately 3.8mt in 2014, which represents an increase in the level recorded in 2011 of around 15%. Data suggests that the area was largely self-sufficient in its waste management needs, with total deposits of around 14.6mt originating within the Y&H area (representing around 79% of total deposits within the area). As for 2011, the main source regions for imports to Y&H were the East Midlands and the North West. Summary information is presented below (excluding areas from which imports of less than 100kt were received).

Table 6 - Y&H deposits by origin of arisings 2014⁴³

Origin of Arisings	Deposits 000 tonnes
Yorkshire and Humber	14,692
East Midlands	1,034
North West	792
London	405
North East	315
West Midlands	173
East of England	130
South East	124
South West	112

6.3 Imports from outside the region in 2014 represented a greater proportion of total deposits for hazardous waste (51%) than for Household, Industrial and Commercial waste (20%) and Construction and Demolition waste (18%), suggesting that the area may play a relatively more significant inter-regional role in the management of hazardous waste than it does for other major waste streams.

⁴³ EA 2014 Waste Data Interrogator

6.4 Total recorded exports from the Y&H area were approximately 1mt in 2014, representing a significant increase on the 2011 recorded figure. The main export destinations are indicated below. Regions receiving less than 100kt of waste from Y&H in 2014 are excluded.

Table 7 - Main export destinations for waste arising in Y&H 2014⁴⁴

Export destination	Deposits 000 tonnes
North East	435
East Midlands	370
North West	132

6.5 It should be noted that export figures are minimum estimates as information on origins of arisings is not consistently recorded around the country. The majority (c.606kt) of exports were waste for treatment, principally to the North East and East Midlands. Most exports for landfill were to the North East and East Midlands, with the North West being important for exports to Metal Recycling Sites (MRS) and for Transfer.

6.6 Data published by the EA allows for some analysis of sub-regional movements of waste. This suggests the following position in 2014

Former Humber area (East Riding, Hull, North Lincolnshire and North East Lincolnshire WPA areas)

6.7 Recorded imports of waste (mainly HIC) for landfill far exceeded exports, with the large majority of imports (c.250kt) originating in London, with around 100kt recorded as originating in the North West. . Imports for landfill also took place from West, South and North Yorkshire sub-regions, although total volumes were very small (in the range 3-7kt). The main export destination for waste from the former Humber area was West Yorkshire, with exports to other areas very low suggesting that the sub-region was relatively self-sufficient in landfill capacity.

6.8 Imports of waste for treatment were mainly from the East Midlands (c.243kt) and, to a lesser extent, the North West region (c.50kt). Imports from other regions, and from other Y&H sub-regions, for treatment were relatively small (mainly in the range 2-37kt) Imports for treatment were mainly HIC. Overall exports for treatment were significantly lower than imports, with most exports going to the North East (c.41kt) and to South and West Yorkshire sub-regions (in the range 55-65kt respectively). Exports of waste to West Yorkshire for treatment substantially exceeded import movements from that area. Export movements for treatment related mainly to HIC waste. West Yorkshire was the most significant export destination for hazardous waste treatment (c.9kt), with lesser amounts to South Yorkshire and the North East Region.

North Yorkshire (North Yorkshire County Council, City of York, North York Moors and Yorkshire Dales National Park WPA areas)

6.9 More waste was imported for landfill than exported, although total volumes of imports and exports were relatively low. Main recorded import movements were from the North East

⁴⁴ EA 2014 Waste Data Interrogator

(c.101kt) and West Yorkshire (c.20kt). A very large majority of wastes imported for landfill were inert wastes.. Exports of waste for landfill were mainly to the North east (35kt, principally inert waste), Exports to other locations were very small. The main known destination for exports of hazardous waste were the North East and West Yorkshire (c.8kt each) with only very small quantities being exported elsewhere. Hazardous waste was exported for both landfill and treatment.

6.10 Imports of waste for treatment were small, with the largest source of imports being West Yorkshire (c.20kt). Exports of waste from North Yorkshire for treatment exceeded imports, with West Yorkshire (c.88kt) and the North East (c.130kt) representing the main export destinations. Exports to former Humberside were also relatively high at c.37kt. Exports of waste to other destinations for treatment were very low. HIC waste was the main waste stream exported for treatment. Hazardous waste for treatment was exported in small amounts to a wide range of destinations (generally in the range 1-3kt). Exports of inert waste for treatment were small and mainly to West Yorkshire and the North East region.

South Yorkshire (Sheffield, Doncaster, Barnsley, Rotherham WPA areas)

6.11 In 2014 West Yorkshire and the East Midlands were the largest recorded source of imports of waste for landfill (c.82kt and c.31kt respectively). Imports for landfill from other areas were very low. Whilst the majority of imports for landfill were HIC wastes, substantial amounts of inert waste for landfill were imported from the East Midlands. Exports of waste for landfill were mainly to the East Midlands and West Yorkshire (c.65kt and c.58kt respectively). Hazardous waste was exported mainly to the East Midlands region, with lesser amounts to the West Midlands and West Yorkshire. Exports were for both landfill and treatment.

6.12 Recorded imports to South Yorkshire for treatment far exceeded recorded exports. Imports were received from a wide range of locations with the main sources being the East Midlands and West Yorkshire (249kt and 115kt respectively, with significant imports also from the North East, South West, South East and Former Humber area. Significant amounts of hazardous waste were also imported principally from the North East, East Midlands, North West and South East. Overall however, the sub-region imported more hazardous waste than it exported. Exports were to a wide range of locations, mainly the East Midlands (c.36kt).

West Yorkshire (Leeds, Bradford, Calderdale, Kirklees, Wakefield WPA areas)

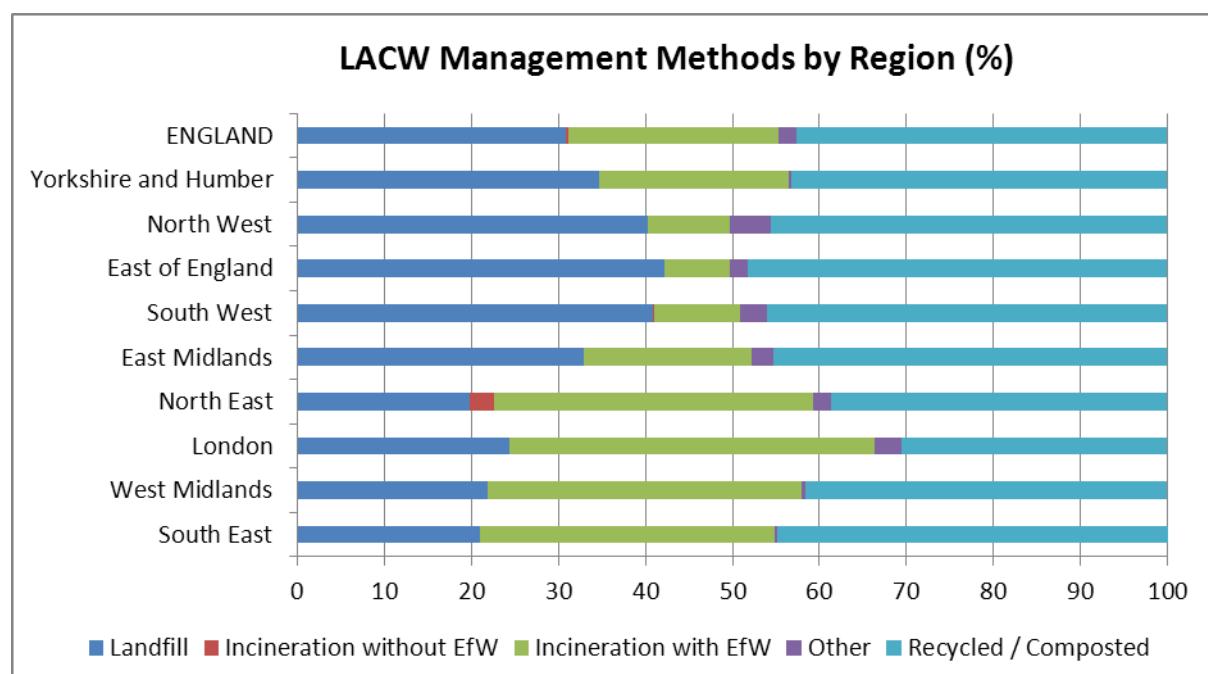
6.13 West Yorkshire imported substantially more waste for landfill in 2014 than it exported. Main sources of imports were the North West region (c.85kt), Former Humber area (c.133kt), South Yorkshire (c.58kt) and Wales (c.42kt). Recorded exports of waste for landfill were mainly to South Yorkshire (c.82kt) and North Yorkshire (c.20kt largely inert waste). West Yorkshire imported substantially more hazardous waste than it exported. Imports were mainly from the North West and Wales (c.94kt and 43kt respectively). Imports were for both landfill and transfer. Exports were mainly to South Yorkshire (c.36kt) with lesser amounts exported to a range of other destinations including the North East, North West, West Midlands and former Humber areas (in the range of c.3kt to 7kt). Exports were for both landfill and treatment.

6.14 West Yorkshire imported much more waste for treatment than it exported. Imports were mainly from South Yorkshire (c.128kt), North West (c.186kt), West Midlands, North Yorkshire, Former Humber area, London, East Midlands and (all in the range 50-90kt), with significant amounts also imported from other relatively distant locations. Exports of waste for treatment were mainly to the South Yorkshire and the North East (c.115kt and 106kt respectively) with lower levels of export taking place to a wide range of destinations, including former Humber area, North Yorkshire and the East and West Midlands.

19.0) Trends in waste management in Yorkshire and Humber

7.1 Good information is available on trends in management of Local Authority Collected Waste (LACW) as it is subject of specific recording and reporting arrangements. Data published by the Department for Environment, Food and Rural Affairs (DEFRA) through the WasteDataFlow system shows that regional arisings of LACW have been reducing over the period since 2001/2. The recycling rate for the household waste component of LACW has increased from 8.9% in 2001/2002 to 43.9% in 2013/14, a level very similar to the England average figure of 43.5% and a 0.6% improvement on the previous year but still the fifth lowest rate of the English regions. The rate of increase in the proportion of waste recycled has slowed in recent years, in line with the general trend in England. The proportion of LACW landfilled, at 34.7% in 2013/14, has been reducing but is higher than the England average of 30.9%. The data also shows considerable variation of LACW landfill rates between local authorities in Y&H, ranging from 3% in North East Lincolnshire to 65% in Wakefield. Figure 5 below summarises, by Region, the methods by which Local Authority Collected Waste was managed in England in 2013/14.⁴⁵

Figure 7 - Management of Local Authority Collected Waste



⁴⁵ DEFRA, Local Authority Collected Waste Data 2000/01 – 2013/14 (2014)

7.2 Overall estimated regional arisings of C&I waste (6,994kt in 2009 - see Table 1 above) were the second highest of the English regions but were substantially lower than the corresponding 2002/3 estimate of 11,136kt. This represents an estimated reduction of 37.6%, which is the second largest reduction of any region. No further update on this figure is currently available.

7.3 The Environment Agency provides an estimate that 3,430kt of 'construction and demolition waste' was deposited at permitted waste management facilities in Y&H area in 2007, rising to 5,373kt in 2012. This figure does not include excavation waste and is significantly lower than the 2005 estimate shown in figure 3 above. It does however provide a useful and more up to date minimum figure for a significant element of construction, demolition and excavation waste deposits within the Y&H area.

Table 8 – Y&H area construction and demolition waste deposits⁴⁶

	2007	2008	2009	2010	2011	2012	2013	2014
Yorkshire & Humber	3,430kt	3,973 kt	4,216 kt	4,340 kt	4,597 kt	5,372 kt		

7.4 Whilst there is relatively little trend data available on waste management methods for the area, information published by the EA suggests that there has been a substantial overall reduction in landfill deposits over the period 2001 to 2012. Data suggests that the trend in reduction was relatively high between 2001 and 2007, but more variable since, with a recorded increase between 2010 and 2012 as a result of increased deposits in North Yorkshire and Former Humberside.

7.5 As would be expected taking into account the reduction in landfill, there has been a corresponding increase in treatment of waste over the same period, although the amount of waste passing through transfer stations appears to have remained relatively steady.

7.6 There was a general reduction in both arisings and deposits of hazardous waste in the Y&H area between 2001 and 2009, and particularly since new hazardous waste regulations were introduced in 2005. Alongside a general reduction in landfill and treatment of hazardous waste there has been a substantial increase in recycling and re-use of this waste stream. Arisings of hazardous waste have increased since 2009 and this is likely to be a result of the recovery of the economy from recession.

20.0) Waste management capacity in Yorkshire and Humber

8.1 Information on available capacity for the management of waste in the Y&H area is limited. The EA has published information on landfill capacity up to 2012 in its Landfill Capacity Position papers. The data only includes sites with an EA permit for landfill. There may be significant further capacity with the benefit of planning permission for landfill, but for which a permit has not yet been obtained. The data indicates that, at the end of 2012 the area had over 94.5 million cubic meters of capacity, a significant reduction on the comparable figure for 2011 of in excess around 101 million cubic metres. However, the

⁴⁶ Environment Agency, 2007-2012 Waste Data Interrogator, (EWC Category 17:Construction and Demolition Waste when Hazardous Waste is removed due to the fact that this has been re-classified as unknown for the purposes of this document)

proportion of the total for England and Wales represented by this capacity remained approximately the same as for 2011, at around 17%, a greater proportion than any other region. This suggests that the reduction in capacity in the Y&H area is reflective of a national trend in reduction in capacity.. The available capacity equated to around 11 years landfill life for non-hazardous waste.

8.2 For hazardous landfill capacity the situation is different, with around 0.9 million cubic meters available at the end of 2012, representing a relatively low proportion (around 5%) of total capacity in England and Wales. The EA note that non-hazardous landfill capacity is well dispersed around the area, with all sub-regions having in excess of 15 million cubic metres. However, the only significant capacity for hazardous waste landfill is in the Former Humber sub-region at a single large site on the South Bank (Winterton landfill South), although the EA also note the presence of three cells for stable non-reactive hazardous waste at other landfill sites in Y&H: (Gallymoor (East Riding of Yorkshire), Skelton Grange (Leeds) and Bradley Park (Kirklees), two of which can receive asbestos with the third taking gypsum. The following table summarises landfill capacity in Y&H and the individual sub-regions at the end of 2011.

Table 9 - Y&H landfill capacity 2012 (000s cubic metres)⁴⁷

Landfill type	Hazardous merchant	Hazardous restricted	Non-hazardous with stable non-reactive hazardous waste (SNRHW) cell	Non-hazardous	Non-hazardous restricted	Inert
Former Humberside	895	-	1,315	21,567	5,575	4,344
North Yorkshire	-	-	-	4,852	15,602	1,169
South Yorkshire	-	-	-	14,095	-	7,182
West Yorkshire	-	-	1,668	11,954	1,583	2,672
Total	895	-	2,983	52,468	22,760	15,368

8.3 The data shows that the Former Humberside area is important in terms of the relatively high proportion of total Y&H landfill capacity which is located there, as well as the presence of hazardous landfill capacity. Non-hazardous landfill capacity is significantly lower in North Yorkshire than in other parts of Y&H. The high proportion of non-hazardous restricted capacity located in North Yorkshire mainly reflects the presence of capacity for disposal of waste ash from major power stations in the sub-region. Trend data on landfill capacity published by the EA indicates that total capacity has declined from around 108 million cubic metres in 2004 to around 94 million cubic meters in 2012. The drop is accounted for by a reduction in non-inert merchant capacity, mainly in West Yorkshire but also to some extent in North Yorkshire. Capacity for non-inert merchant waste in Humberside was higher in 2012 than in 2011. Broadly similar levels of capacity remained overall in 2012 for both inert and restricted-user capacity across the Y&H area. Trend data for hazardous landfill capacity is not available.

⁴⁷ EA Position Paper - Former Y&H Regional Government Planning Level Landfill Capacity 1998/9 to 2011

8.4 Capacity information for other types of waste management processes is not available on a comprehensive basis across the Y&H area. However, as the evidence bases for waste local plans are developed around the area it may be possible to provide a clearer impression of the total waste management capacity. The following table summarises information currently available. It should be noted that obtaining data on capacity is difficult as Environment Agency permit data or actual throughout data may not provide an indication of the physical capacity of a site or facility. As an example, data for North Yorkshire included in the table below comprises a combination of the potential maximum capacity permitted via an EA permit or planning permission, as well as data on actual throughput based on information supplied by operators. Neither of these may necessarily provide a reliable indication of the actual physical capacity of infrastructure present on a site⁴⁸. It should also be noted that sites operating under an EA permit exemption also contribute to overall capacity for management of waste. Any such additional capacity will not be reflected in figures included in Table 10.

Table 10 – Y&H permitted annual waste capacity in tonnes by management method⁴⁹ (it is expected that this Table will be developed further in future reviews of this Statement as information becomes available for other areas).

	Recycling	Treatment	Transfer
North Yorkshire	1,309 kt*	1,167 kt*	895 kt*
South Yorkshire			
West Yorkshire			
Bradford	362kt (includes 33kt of non-operational capacity)	1,119kt (includes 920kt of non-operational capacity)	668kt (all operational)
Calderdale	306kt (permitted capacity)	75kt (permitted capacity)	1,030kt (permitted capacity)
East Yorkshire			
Total			

Sources - North Yorkshire figures are mix of permitted capacity and actual throughput sourced from North Yorkshire Sub-region Waste Arisings and Capacity Requirements Addendum Report (May 2015) capacity database (Urban Vision/4Resources).

* Combination of permitted capacity and actual throughput data. Not all sites included are currently operational

21.0) Strategic waste infrastructure in Yorkshire and Humber

9.1 The EA has published information on void space remaining at individual landfill sites as at 2012. This indicates that, across Y&H, there were 18 merchant non-hazardous landfills with in excess of 1 million cubic metres of void space remaining, 3 of which had capacity in excess of 5 million cubic metres. Three of the 18 sites also had cells for stable non-radioactive hazardous waste. The single dedicated merchant hazardous landfill site in the

⁴⁸ A waste facility study was commissioned by the Yorkshire and Humber Assembly and Environment Agency in 2005. Although the actual data it contains is now substantially out of date, one finding of the study was that actual throughput of waste, relative to licenced capacity, in waste treatment facilities (physical, physical-chemical and chemical and biological treatment) ranged between 54%, 70% and 79%. (Source: Waste Facility Study Final Report (Land Use Consultants in association with SLR Consulting Ltd, 2005)).

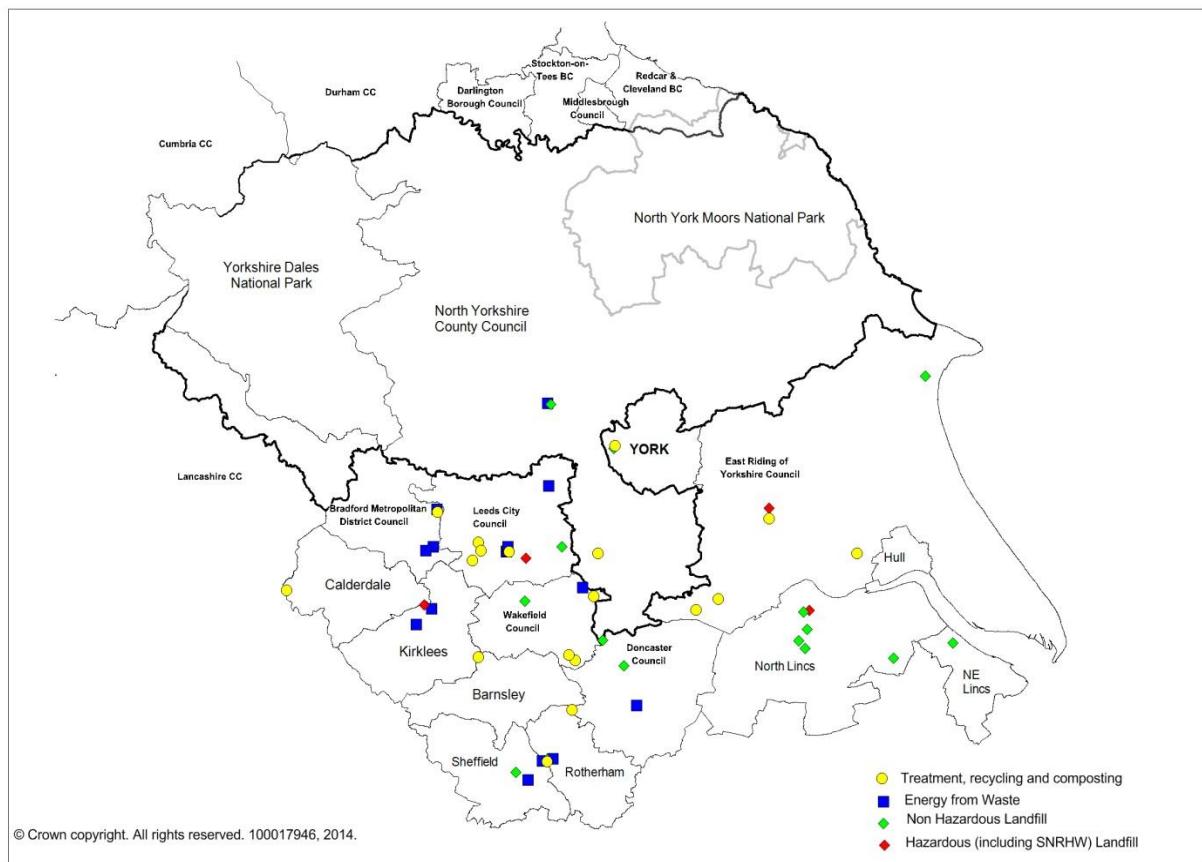
⁵⁰ The map shows facilities with EA permits. Some may not currently be developed or operational.

Former Humber area had approximately 0.9 million cubic metres of void space remaining at 2012. More information about these sites is provided in Appendix 2.

9.2 To help with preparation of this position statement the Environment Agency has also provided specific information on important permitted facilities in the Y&H area, as well as information on important current applications for permits. The information is summarised in Appendix 2. It includes waste treatment facilities with a permit capacity exceeding 75kt per annum as well as major energy recovery capacity (excluding biomass combustion plants) and major landfill sites for non-inert waste. It should be noted that the position regarding overall capacity is relatively fluid as new proposals are submitted and determined through the various regulatory processes. The distribution of facilities of potential strategic significance in Y&H is shown below.

Figure 8 - Distribution of strategic waste infrastructure with EA permit in Y&H⁵⁰

⁵⁰ The map shows facilities with EA permits. Some may not currently be developed or operational.



22.0) Recent/current developments

10.1 As noted in the introduction to this Statement, arrangements for the management of waste arising or dealt with in the Y&H area are subject to continuing change. The following developments may have significant implications for waste management in and around the area both now and in the relatively near future.

- The development of new large scale capacity (currently under construction) for the recovery of energy from residual waste at
 - Allerton Waste Recovery Park in North Yorkshire
 - Leeds Recycling and Energy Recovery Facility at Cross Green Industrial Estate
 - Ferrybridge Multifuel Facility in Wakefield (together with the potential for development of further substantial new capacity at the same site, granted permission through the National Strategic Infrastructure Projects (NSIP) procedures in October 2015).
 - Cleveland Street Energy Works in Hull
- The recent grant of permission for development of major new waste recovery facilities which are **not yet under construction**:
 - Leeds (Skelton Grange site),
 - Doncaster (Hatfield Power Park),
 - Grimsby (Immingham Rail Freight Terminal site)
 - Two sites in North Yorkshire (Southmoor Energy Centre at Kellingley Colliery and Former Arbre Power Station in Eggborough) and;

- Three sites in Bradford (Bowling Back Lane, Ripley Road, and Airedale Road in Keighley)
- The development of a new strategic waste treatment and renewable energy facility (currently under construction and expected to be operational in 2015) in Manvers, Rotherham to help meet the predicted shortfall in capacity in relation to waste arisings in Barnsley, Doncaster and Rotherham to 2026⁵¹.
- The grant of permission to extend the amount of waste that the existing energy recovery facility in Sheffield can receive from outside the current catchment area (including parts of north Derbyshire and Nottinghamshire).
- The potential increase in permitted capacity at the existing Sterecycle treatment facility in Rotherham.
- The grant of permission for a Material Recycling, Anaerobic Digestion and Composting Facility at South Kirkby Waste Management Facility in Wakefield which is currently under construction.
- The expiry in the near future of current permission for landfill at the Welbeck facility in West Yorkshire, and the Harewood Whin facility in York, and the outcome of any proposals to extend the timescale for the development.
- The development of substantial new waste treatment and energy recovery capacity on Teesside, close to the northern boundary of the area.

23.0) Key messages from the data

11.1 The information confirms that Y&H is a major producer of waste in a national context. Arisings of both C&I waste and hazardous waste are understood to be relatively high compared to other regions, and the proportion of C&I waste from the power and utilities sector is also high.

11.2 The area has a correspondingly large number of permitted waste management facilities, with the majority of these located in West and South Yorkshire. This is likely to reflect the highly urbanised and more industrialised nature of these sub-regions.

11.3 Although recycling rates for household waste are in line with the national average, the area still landfills a relatively high, but reducing, proportion of waste, including LACW, although the relatively high overall rate of landfill is partly explained by the large amounts of power and utilities waste disposed of in North Yorkshire. The rate of progress in reducing landfill has declined in recent years. Moving waste further up the waste hierarchy will require coordinated action between stakeholders within both the public and private sectors.

11.4 When particular facility types are considered, certain sub-regions are particularly significant, for example Former Humberside contains a substantial proportion of total non-hazardous landfill capacity in the area and is particularly important for hazardous landfill capacity, whereas capacity for chemical treatment and clinical waste transfer is only available in West and South Yorkshire. North Yorkshire has a high proportion of non-hazardous restricted user landfill capacity, reflecting extensive power generation activity in the sub-region. Currently, energy recovery capacity is located mainly in the southern part of

⁵¹ This process will convert residual waste into a solid recovered fuel (SRF). This fuel will be transported to a multi-fuel plant at Ferrybridge (see first bullet point above).

the Y&H area, although major new facilities are currently under construction in Leeds and central North Yorkshire.

11.5 The area has the largest amount of permitted void space of any region in England and Wales, although the proportion of hazardous capacity is low compared to other regions. This is likely to increase the strategic significance of current hazardous landfill capacity in the area. There has been a recent rise in both arisings and deposits of hazardous waste since 2009. Waste data modelling carried out by the Environment Agency in 2010 as part of a pilot project noted a need for a new hazardous waste facility in the Y&H area. Identification of a new hazardous waste management facility would require coordinated working by WPAs in the area, taking into account the likely strategic role of any such facility.

11.6 Notwithstanding relatively high overall landfill capacity in Y&H, there is a potential shortfall in landfill capacity in the Sheffield City Region area due to a lack of void space. Meeting landfill requirements for this area may also require coordinated working with other WPAs.

11.7 In 2014 the area was largely self-sufficient in waste management needs, with around three-quarters of all waste deposits originating in Y&H. Notwithstanding this, important interactions both beyond and within the area appear to exist.

11.8 At a regional level key interactions (both imports and exports) were with East Midlands, North East and North West regions. This is not surprising given the proximity of these areas to Y&H. However, significant imports from London were also noted in 2014 data. The majority of exports were waste for treatment, mainly to the North East and East Midlands but as overall imports exceeded exports it is likely that this is a result of market factors rather than significant shortages of capacity within Y&H. Proportionately more hazardous waste is imported to Y&H than HIC or inert waste, suggesting the area plays an important inter-regional role in the management of this type of waste.

11.9 At a sub-regional level, the data suggests that Former Humberside, South and West Yorkshire all play an important role in provision of treatment capacity both within and beyond the Y&H boundary, although capacity in the North East is also significant in managing waste arising in North Yorkshire. West Yorkshire and East Midlands appear to play a significant role in the treatment of hazardous waste arising in the area. Former Humberside is the largest recipient of imports of waste for landfill, although in 2011 much of this waste originated outside the Y&H area.

11.10 Review of 2014 EA data, compared with data for 2011 reported in the first Waste Position Statement (July 2014) suggests that some substantial local variation in the patterns of movement of waste between regions and within the Y&H area have occurred. It is not yet clear whether this reflects on going variability as a result of the operation of a dynamic market for waste management, or reflects some trends which may be expected to continue. This suggests that continued monitoring and evaluation of trends in waste arisings, management methods and capacity in Y&H will be needed and could benefit from a move towards greater consistency between WPAs. It also suggests that a degree of flexibility in local plans for waste is likely to be needed. There is also a need to consider the implications of emerging spatial patterns of growth and development and the links between provision of waste management capacity and other key issues such as carbon reduction.

24.0) Conclusions

12.1 This Position Statement has identified a number of matters relevant to waste planning in the Y&H area. In particular, it helps demonstrate the scale and range of waste infrastructure, as well as the extent to which movements of waste within and across the Y&H boundary play a role in the management of waste. In some cases the inter-relationships implied by these movements suggest there may be a need to consider more detailed issues on a case by case basis in order to help demonstrate that adequate provision for waste management capacity is likely to be available.

12.2 The Statement has also highlighted some of the limitations which may constrain the ability to plan in detail for waste management capacity, taking into account the wide range of factors that can influence how capacity can be identified or utilised.

12.3 It is intended that the Statement can also provide a benchmark for future monitoring of waste infrastructure, capacity and movements for the Y&H area.

Appendix 1 - Progress with waste local plans in Yorkshire and Humber, as at June 2015

North Yorkshire County Council, City of York and North York Moors National Park - producing a Minerals and Waste Joint Plan, which is currently at the Preferred Options Consultation stage. Submission is expected Autumn 2016.

Doncaster, Rotherham and Barnsley metropolitan borough councils - adopted a Joint Waste Plan in 2012. Timescale for review to be confirmed.

Leeds City Council - adopted a Natural Resources and Waste Local Plan in January 2013. No current timescale for review.

North East Lincolnshire Council - a new Local Plan is at Preferred Approach stage.

Kirklees Metropolitan Borough Council - A new Local Plan which will incorporate waste is at an early stage. Consultants to be appointed to undertake an independent waste needs assessment. Anticipated adoption of the Local Plan is summer 2017.

Calderdale Metropolitan Borough Council - Preparing a Local Plan including minerals and

waste. Publication expected Oct 2016.
Hull City Council & East Riding of Yorkshire Council - Waste evidence paper produced in 2015.
Bradford Metropolitan District Council - Core Strategy examination has taken place. Waste DPD progressing towards submission.
Tees Valley authorities - a Joint Minerals and Waste Development Plan Document was adopted in September 2011. Timescale for review not known.
Wakefield Metropolitan District Council - adopted a Waste Development Plan Document in December 2009 and a Core Strategy and Development Policies Development Plan Document in April 2009.
Yorkshire Dales National Park Authority - New local plan, including minerals nad waste, at advanced stage.
North Lincolnshire Council - Work on minerals and waste issues may commence in 2016.
Sheffield City Council – a Core Strategy (including waste policies) was adopted in March 2009. Consideration being given to preparation of a joint waste plan for Sheffield City Region, subject to relationship with Sheffield Local Plan.

Appendix 2 – Strategic Waste Facilities within the Yorkshire & Humber area⁵²

This Appendix includes information on major facilities (either operational or with planning permission). The first table includes information on recycling, treatment and composting facilities with the benefit of an EA permit capacity in excess of 75,000 tpa (transfer facilities have been excluded). The second table shows information on known major operational or EA permitted EfW facilities. Specific capacity information is not available for all of these at this stage. The third table shows landfill facilities with remaining capacity in excess of 1,000,000 cubic metres at end 2012) as well as hazardous landfill facilities. Sites taking only inert waste have been excluded. The fourth table shows facilities subject of current (May 2014) EA permit applications as an indicator of other significant treatment/incineration facilities which may be brought forward.

Table 1 - Waste Facilities (Facilities with an EA Environmental Permit of over 75,000 tpa capacity)

Site	Operator	Activity Description	Local Authority District	NGR
South Kirkby Waste Management Facility	Shanks Waste Management Limited	Materials Recycling Facility	Wakefield	SE4470 1180
South Kirkby Plant	Reuse Collections Ltd	Materials Recycling Facility	Wakefield	SE45960 10755
Reuse Glass Uk Ltd	Reuse Glass U K Ltd	Materials Recycling Facility	Wakefield	SE49590 22990
Knowsthorpe Way Transfer Station	Skelton Ltd	Materials Recycling Facility	Leeds	SE33050 31560
Carr Crofts Site	Associated Waste Management Ltd	Materials Recycling Facility	Leeds	SE26958 33361
Esholt WWTW	Yorkshire Water Services Ltd	WWTW	Bradford	SE19031 39081
Biowise Albion Lane Composting Facility	Biowise Limited	Treatment	East Riding of Yorkshire	TA01238 31220
Sharneyford Works	The TEG Group Plc	Composting	Calderdale	SD89357 24136
Harewood Whin Compost Facility	Yorwaste Ltd	Composting	York	SE53820 51820
Waste Recycling And Diversion Limited	Waste Recycling & Diversion Limited	Treatment	Rotherham	SK40474 91460
Gelder Road Resource	Biffa Waste Services Ltd	Materials Recycling	Leeds	SE27492 31720

⁵² Based on information supplied by the Environment Agency

Management Centre		Facility		
The Maltings Organics Treatment Facility	The Maltings Organic Treatment Ltd	Composting	Selby	SE50500 31200
Clayton Hall Farm Bioenergy Plant	Clayton Hall Farm Bioenergy Llp	Treatment	Kirklees	SE27030 11380
St Bernards Mill MRF	Associated Waste Management Ltd	Materials Recycling Facility	Leeds	SE25840 29930
Jerry Lane Landfill	Mytum & Selby Waste Recycling Ltd	Materials Recycling Facility	East Riding of Yorkshire	SE74000 22500
Commons Farm	CS Backhouse Limited	Composting	East Riding of Yorkshire	SE69722 20384
Bolton Road Waste Treatment & Renewable Energy Facility	Shanks Waste Management Ltd	Treatment	Rotherham	SE45400 01300
South Kirkby Waste Management Facility	Shanks Waste Management Ltd	Treatment	Wakefield	SE44700 11800
Ducknest Farm Composting Facility	Inztec Composting Limited	Composting	East Riding of Yorkshire Borough	SE8399 3792

Table 2 -Energy-from-Waste Facilities (it is expected that this Table will be developed further in future reviews of this Statement as more information becomes available).

Site	Operator	Annual Permitted Capacity (tpa)	LA District	Waste/Fuel	NGR
Operational					
Knostrop Clinical Waste Incinerator	SRCL Ltd	17,000	Leeds	Clinical	SE3250 3150
Blackburn Meadows Sewage Sludge Incinerator	Yorkshire Water Services Limited		Sheffield	Sewage	SK3955 9154
Kirklees EfW	SITA (Kirklees) Limited		Kirklees	MSW	SE1480 1765
Calder Valley Sewage Sludge Incinerator	Yorkshire Water Services Limited		Kirklees	Sewage	SE1784 2066
Knostrop Treatment Works Sewage Sludge	Yorkshire Water Services Limited	27,000	Leeds	Sewage	SE3256 3160

Incinerator					
Kirk Sandall Thermal Treatment Plant	Trackwork Ltd		Doncaster	Treated Wood	SE5807 0216
Sheffield Energy Recovery Facility	Veolia ES Sheffield Limited	200,000	Sheffield	MSW	SK3673 8794
Esholt Sewage Sludge Incinerator	Yorkshire Water Services Limited		Bradford	Sewage	SE1885 3966
Not Yet Operational					
Leeds RERF*	Veolia ES Leeds Ltd	214,000/180,000	Leeds	MSW / C&I	SE3281 3244
Bowling Back Lane Resource Recovery Facility	FCC Recycling (UK) Limited	250,000/190,000	Bradford	MSW	SE1817 3249
Templeborough Biomass Energy Development	BRITE Partnership	170,000 (85 composted/85 virgin)	Rotherham	Biomass	SK4168 9191
Ferrybridge Multifuel Facility*	Ferrybridge MFE Limited	675,000	Wakefield	MSW / C&I	SE4750 2472
Allerton Waste Recovery Park	AmeyCespa Limited	262,000,40,000, 320,000	Harrogate	MSW / C&I	SE4062 5992
Land East of Former Gas Works, Airedale Road, Keighley	Halton Group	190,000	Bradford	C&I	SE4080 4414
Former site of Solaglas factory, Bradford	Energos	180,000	Bradford	C&I	SE1671 3171

*Under Construction

Table 3 - Landfill Facilities (excludes inert only facilities)⁵³

Site	Operator	Capacity 2012 (cubic metres)	Site Type	Sub-region	NGR
Allerton Park Landfill	Waste Recycling Group Ltd	2,406,831	Non Hazardous	North Yorkshire	SE4120 5973
Barnsdale Bar Quarry Landfill	Waste Recycling Group Ltd	3,360,000	Non Hazardous	South Yorkshire	SE5150 1450
Bradley Park Tip	Bradley Park Waste Management Ltd	1,583,486 ⁵⁴	Inert (SNRHW)	West Yorkshire	SE1635 2135
Camp Wood	Singleton Birch	1,875,487	Non	Former	TA0839

⁵³ Doncaster Metropolitan Borough Council have also indicated that there are two large scale dredging sites along the River Don in Doncaster and Rotherham to enable removal of river sediment, with no other suitable waste management sites available in the Y&H area.

⁵⁴ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

Landfill	Ltd		Hazardous	Humberside	1114
Carnaby Landfill	Waste Recycling Group Ltd	1,981,815	Non Hazardous	Former Humberside	TA1470 6510
Conesby Quarry	North Lincolnshire Council	3,750,000	Non Hazardous	Former Humberside	SE8985 1450
Croft Farm Landfill	Onyx Landfill Ltd	1,452,000	Non Hazardous	South Yorkshire	SE5560 0970
Crosby North Landfill	Corus UK Ltd	1,649,629	Non Hazardous	Former Humberside	SE9105 1305
Gallymoor Landfill	Waste Recycling Group Ltd	1,315,303 ⁵⁵	Non Hazardous (SNRHW)	Former Humberside	SE8400 3981
Harewood Whin Landfill	Yorwaste Ltd	2,286,695	Non Hazardous	North Yorkshire	SE5360 5130
Holmes Farm Landfill	Yorkshire Water Services Ltd	1,120,000	Non Hazardous	South Yorkshire	SK4050 9190
Immingham Landfill	Waste Recycling Group Ltd	2,252,583	Non Hazardous	Former Humberside	TA2007 1410
Parkwood Landfill Ltd	Viridor	2,194,882	Non Hazardous	South Yorkshire	SK3440 8940
Peckfield Landfill	Shanks	2,830,006	Non Hazardous	West Yorkshire	SE4340 3250
Roxby Gullet Landfill	Biffa Waste Services Ltd	6,141,692	Non Hazardous	Former Humberside	SE9150 1670
Skelton Grange Landfill	Biffa Waste Services Ltd	1,667,668 ⁵⁶	Non Hazardous (SNRHW)	West Yorkshire	SE3630 3030
Thurcroft Landfill	Waste Recycling Group Ltd	5,035,000	Non Hazardous	South Yorkshire	SK9667 8954
Welbeck Landfill	Waste Recycling Group Ltd	8,911,098	Non Hazardous	West Yorkshire	SE3614 2209
Winterton Landfill North	Waste Recycling Group Ltd	2,611,024	Non Hazardous	Former Humberside	SE9128 2023
Winterton Landfill South	Waste Recycling Group Ltd	895,481 ⁵⁷	Hazardous Merchant	Former Humberside	SE9120 2020

Source: Environment Agency

Table 4 -Submitted Environmental Permits (as at May 2014)

Site Name	Applicant Name	Permit Type	Local Authority	Application Status	NGR
Wheldon ACT and AD Plant	Clean Power (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	Wakefield	Allocated & in process	SE4397 2621
Crawberry Hill Wellsite	Rathlin Energy (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	East Riding of Yorkshire	Issued	SE9766 3772

⁵⁵ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

⁵⁶ Capacity at sites which also include a cell for Stable Non-Reactive Hazardous Waste - not all the capacity will be for SNRHW

⁵⁷ Capacity at this facility is below the 1,000,000 cubic metres threshold used in Table 3. It has been included as it is the only dedicated merchant hazardous landfill in Y&H

West Newton Wellsite	Rathlin Energy (UK) Limited	Incineration of Haz. Waste – Capacity >10 Tonnes per day	East Riding of Yorkshire	Issued	TA1927 3913
Bolton Road Waste Treatment & Renewable Energy Facility	Shanks Waste Management Ltd	Recovery or Recovery and Disposal - >50 tonnes per day of Non-Haz. Waste (>100 tonnes per day if only AD) Involving Biological Treatment	Rotherham	Allocated & in process	SE4540 0130
Leeds Riverside Renewable Energy Facility	Clean Power (UK) Limited	Incineration of Non-Haz. Waste - Capacity >3 Tonnes per hour	Leeds	Allocated & in process	SE3189 3194
Holbrook Community Renewable Energy Centre	UYE (UK) Limited	Incineration of Non-Haz. Waste - Capacity >3 Tonnes per hour	Sheffield	Allocated & in process	SK4452 8167
S R C L Leeds Clinical Waste Facility	SRCL Ltd	Physico- Chemical Treatment Facility	Leeds	Allocated & in process	SE 32497 31541
Goole Transfer Station	FCC Environment Limited	HCI Waste TS + treatment	East Riding of Yorkshire	Issued	SE 72754 23519
Arthington Quarry	Associated Waste Management Ltd	Physical Treatment Facility	Leeds	Allocated & in process	SE 26788 43644

Appendix 6 - Position Statement for Bradford and Potential Capacity Gap issues in WY

Position Statement for Bradford and Potential Capacity Gap issues in WY

Oct 2014.

Through the DtC meetings held at Leeds City Region, Wakefield have sought clarity on how Bradford intended to deal with its waste arising's and they have raised the issue of the landfill site in Wakefield closing (formally through Bradford Councils evidence base "Waste Needs Assessment, Capacity Gap analysis and Site Requirement Study" consulted on in September 2014). Wakefield state that the landfill site in Wakefield (Welbeck) only had permission until 2018 and in view of the historical changes and the method of treatment of the waste stream there is no certainty that any reliance on the current planning permission will continue after the expiry date in 2018 or that the Welbeck Scheme will be implemented in its original permitted form.

In response to this, Bradford needs to reiterate its position regarding waste management and raise the issue of landfill capacity/general capacity within the WY Sub-Region and beyond. It is Bradford's intention to plan for sufficient capacity for the majority of forecast waste arising's, but in line with National Policy, it will work collaboratively with other waste planning authorities to provide a suitable network of facilities to deliver sustainable waste management. In particular it will work collaboratively to plan for facilitates for the disposal of the residues from treated wastes, arising in more than one waste planning authority area but where only a limited number of facilities would be required, for example the residual waste from facilities such as EfW's that may require disposal at a landfill. Bradford also consider that there are other certain types of waste produced which are very low in tonnages (i.e. Low level Radioactive Waste and Hazardous Waste), for Bradford their treatment is essentially located outside the Plan area and for Bradford it is anticipated that provision will continue and remain available throughout the Plan period. Hazardous and LLRW waste facilities require economies of scale so that provision of facilities within the Plan area for the small quantities of arising's would be unlikely to be viable unless a new facility were to import significant quantities from outside the Plan area.

To this end, an up to date assessment and discussion of the landfill capacity/general capacity available in the WY Sub- Region and beyond is required, particularly for residual waste that may need to go to landfill.

Statement of where we are in WY (landfill):

2014

There are currently **4** strategic landfill sites in WY taking mixed waste.

Position over plan period (next 10/15) y

Peckfield (Leeds)

2013 taking 333k tpa - Close 2018/2020

Skelton Grange (Leeds)	2013 taking 436k tpa now stopped taking mixed – only inerts for restoration = closed
Welbeck (Wakefield)	2013 taking 239k tpa Permission runs out 2018 – Wakefield council owned – may not renew or limit capacity. Remaining capacity 8mill +
Bradley Park (Kirklees)	2013 taking 164k tpa, 1.5 mill m3 remaining as of (2012) – permission to 2028

1 site to become operational in WY

Laneside (Kirklees)	Currently not operational–no permit – pp runs out 2016/17. However likely to be renewed as significant works to date. Capacity 1.4 mill (2014)
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If Wakefield site closes then by 2018 only strategic sites in WY are **2** based in Kirklees = 2.9 mill m3 (2012) less rate 164ktpa = 2.74 mill3 (2013). Although Peckfield (in Leeds) may last longer.

Current rate of infilling in WY landfills based on 2013 (int) figs is approx. 1.17mil3 pa.

By 2018 2 Kirklees sites only with 1.84 mill remaining (as used up say 300k m x 3 yrs = 0.9mil = 2.74 – 0.9mil = 1.84mill remaining).

Kirklees sites 1.8mill/1.17mill current usage) = 1.6 years remaining if only 2 sites in Kirklees.

Based on current rates of landfill in WY after 2018 only 1.6 yrs remain IF Wakefield site (Welbeck) closes.

By 2020 the WY region could have run out of landfill IF Welbeck closes.

Points to note and for discussion

- This scenario is based on Welbeck closing
- This scenario is based on current rates of landfill input – it is expected as new waste facilities are built that landfill rates will decrease – BUT are they being built?
- New ‘strategic’ facilities being built in WY?
 - Bradford – no sites under construction although 3 sites with pp
 - Leeds - only PFI/MSW under construction?
 - Kirklees – no new facilities with pp?
 - Calderdale – no new facilities with pp?
 - Wakefield – Ferrybride 1 under construction (capacity sold) – possibly new MSW facility under construction for Wakefield?

- What new facilities are **outside** of WY that are being built that could take MSW/C&I/Haz and LLRW waste – what is available in Y&H Region that is under construction (or it is known that it will be built)???
- Do we rely on new facilities outside Y&H – or even outside UK??
- Should we plan to ensure WY is self sufficient in landfill (residual)?
- Should ‘need’ for Wakefield landfill site as a strategic residual landfill be escalated – Wakefield appear to be just planning for need based on their residual waste arising’s.
- What sites are available in Y&H that could take WY’s landfill after 2020?

Appendix 7 – Yorkshire and the Humber WTAB Email 6th November 2014

From: Carole Howarth
Sent: 11 November 2014 09:27
To: 'James Whiteley'; 'john.roberts@york.gov.uk'; 'Harrison, Rebecca'; 'James.Barker@Kirklees.gov.uk'; 'iain.cunningham@northlincs.gov.uk'; 'igarratt@wakefield.gov.uk'; 'James.Barker@Kirklees.gov.uk'; 'Downs Jennifer (Jennifer.Downs@hullcc.gov.uk)'; 'Paul.copeland@calderdale.gov.uk'; 'david_marjoram@middlesbrough.gov.uk'; 'Milwain, Louise'; 'Vicky Perkin'; 'Cooper, Joanne'; 'Shirley.Ross@eastriding.gov.uk'; 'Rob Smith'; 'Max.rathmell@leeds.gov.uk'; 'dave.parrish@yorkshiredales.org.uk'
Subject: RE: Yorkshire and Humber WTAB - 6th November 2014
Attachments: Capacity WY & position statement.docx

Dear all

Following the circulation of the attached paper for item 9 of the agenda, a discussion took place at the Y&H Waste Technical Advisory Body meeting on the 6 November regarding landfill capacity within WY and the Y&H Region.

The attached document raised the issue of the possibility of a shortage of landfill capacity within the WY Sub Region by 2020 if the site in Wakefield (Welbeck) closed and the current rates of input to the existing landfill sites in WY continued.

As discussed at the meeting, this is of particular concern to Bradford, as Bradford's Local Plan (CS and Waste DPD) does not propose to provide non-hazardous landfill within Bradford for residual wastes arising's following the treatment of those wastes. Bradford is seeking to maximise the treatment and recycling of waste, seeking to provided sufficient land allocations to provide a network of facilities within Bradford to manage/treat MSW and C&I waste arising's, with the residuals subject to recycling in the first instance and disposal to landfill as a last resort outside of the Bradford District - in line with the recently released National Waste Plan. In Bradford there are already three 'strategic' facilities granted planning permission on land allocated in the preferred options Waste DPD, which amount to the treatment of over 600,000 tpa of MSW and C&I waste, i.e. the majority of MSW and C&I waste arising's in Bradford – each facility is proposing to utilise the incinerator bottom ash as a secondary aggregate, hence residual waste arising's are expected to be in the region of around 5% (i.e. 30,000tpa). Although none of these facilities have currently been built/operational, it is considered that the residual waste arising's from Bradford to be deposited at a non-hazardous landfill site in future years will still be a maximum of 30,000tpa – 35, 000tpa, as landfill will always be the last resort.

The assumptions Bradford are therefore making (and as discussed at the meeting of the 6 Nov 2014) are:

- 1) There is sufficient land allocated in the Bradford Waste DPD (preferred approach) for facilities for the management/treatment of MSW and C&I waste

arising's in the Bradford District. A large proportion of this capacity has already been granted planning permission in Bradford.

- 2) The residual waste arising's from Bradford *after* treatment and recycling are likely to be a maximum of 30,000tpa -35,000tpa for MSW and C&I waste.
- 3) Bradford will not seek to allocate a non-hazardous or hazardous landfill site(s). In accordance with National Waste Policy it will seek to work collaboratively with other authorities to plan for facilitates for the disposal of the residues from treated wastes which arise in more than one waste planning authority area, but where only a limited number of facilities would be required.
- 4) Bradford will seek to utilise the landfill capacity within WY (and elsewhere where in Y&H Region) for the foreseeable future, as the concern regarding insufficient landfill in the WY Sub Region would only occur by 2020 and even then, it is based on current inputs and the closure of the site in Wakefield. After 2020, if the worst case scenario occurs (i.e. the Wakefield site closes and inputs remain as current) it was agreed at the meeting on the 6 Nov that there is highly likely to be more than sufficient landfill capacity within Y&H, with table 9 of the Y&H Waste Position Statement indicating that over 56 million cubic mtrs (56 mill t) of non-hazardous landfill remains in the Y&H Region as of 2011 - even when *excluding* WY, there still remains 44 mill cubic mtrs (44 mill t) - this is based on current inputs and it was agreed that inputs are highly likely to reduce in the coming years as new facilities come on line in the North Yorkshire area, Wakefield and Ferrybridge.
- 5) It is assumed that by 2020 the new facilities for the management/treatment of waste, not only in Bradford, but elsewhere within the Y&H Region, will have become operational and the reliance across the Y&H Region on landfill sites significantly reduced. Hence, the conclusion by Bradford (through its Local Plan process) that the allocation of another non-hazardous landfill site for residual waste arising's within WY/Y&H Region is not required and that it is appropriate to utilise landfill capacity already exiting with WY/Y&H - this is considered a valid approach based on the significant capacity that remains in the Y&H Region (as set out in table 9).
- 6) Bradford has granted planning permission for an inert landfill site for over 2 mill tonnes, which is expected to provide more than enough capacity for the inert landfill needs for Bradford.

If any authority has anything further to add and/or fundamentally disagrees with Bradford Councils approach set out above can you please forward any comments within the next 14 days.

Regards
Carole

Carole Howarth MSc, BSc (Hons), MRTPI, MRICS, MCIWM, CEnv.
Principal Planning Officer (Minerals and Waste)
Tel: 01274 433770
2nd Floor, Jacobs Well, Bradford BD1 5RW

City of Bradford Metropolitan District Council
Department of Regeneration and Culture

Economic Development and Property/Culture and Tourism/Planning Transportation and Highways/climate Housing Employment and Skills

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From: Carole Howarth

Sent: 03 November 2014 12:30

To: 'James Whiteley'; 'john.roberts@york.gov.uk'; 'Harrison, Rebecca'; 'James.Barker@Kirklees.gov.uk'; 'iain.cunningham@northlincs.gov.uk'; 'igarratt@wakefield.gov.uk'; 'James.Barker@Kirklees.gov.uk'; 'Downs Jennifer (Jennifer.Downs@hullcc.gov.uk)'; 'Paul.copeland@calderdale.gov.uk'; david_marjoram@middlesbrough.gov.uk; 'Milwain, Louise'; 'Cooper, Joanne'; 'Shirley.Ross@eastriding.gov.uk'; 'Max.rathmell@leeds.gov.uk'; 'dave.parrish@yorkshiredales.org.uk'

Cc: Rob Smith; Vicky Perkin

Subject: RE: Yorkshire and Humber WTAB - 6th November 2014

Hi James

Please find attached document (2 pages) to facilitate discussion for item No 9 on the agenda. The first part of the doc is background and relates to the position in Bradford, followed by a review of the current landfill capacity in WY – there is then a set off points for discussion. The document is based on WY, but it may broaden out beyond WY, as there is a clear need to understand what landfill capacity is available, what general capacity is available and what is actually being built.

Thanks

Carole

Carole Howarth MSc, BSc (Hons), MRTPI, MRICS, MCIWM, CEnv.

Principal Planning Officer (Minerals and Waste)

Tel: 01274 433770

2nd Floor, Jacobs Well, Bradford BD1 5RW

**City of Bradford Metropolitan District Council
Department of Regeneration and Culture**

Economic Development and Property/Culture and Tourism/Planning Transportation and Highways/climate Housing Employment and Skills

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From: James Whiteley [<mailto:James.Whiteley@northyorks.gov.uk>]

Sent: 31 October 2014 14:30

To: 'john.roberts@york.gov.uk'; 'Harrison, Rebecca'; 'James.Barker@Kirklees.gov.uk'; 'iain.cunningham@northlincs.gov.uk'; 'igarratt@wakefield.gov.uk'; 'James.Barker@Kirklees.gov.uk'; 'Downs Jennifer (Jennifer.Downs@hullcc.gov.uk)'; 'Paul.copeland@calderdale.gov.uk'; david_marjoram@middlesbrough.gov.uk; Carole Howarth; 'Milwain, Louise'; 'Cooper, Joanne'; 'Shirley.Ross@eastriding.gov.uk'; 'Max.rathmell@leeds.gov.uk'; 'dave.parrish@yorkshiredales.org.uk'

Cc: Rob Smith; Vicky Perkin

Subject: Yorkshire and Humber WTAB - 6th November 2014

All,

Please find attached the finalised agenda for the Yorkshire & Humber Waste Technical Advisory Body meeting to be held at 10:00 am on 6th November 2014 at County Hall in Northallerton.

I have also attached the minutes from the previous WTAB meeting for your information and the finalised table of major waste applications in the Yorkshire & Humber region, which will be discussed at the meeting.

If you have yet to respond to the invite for the WTAB meeting please do not hesitate to get in touch if you would like to attend.

Best Regards

James Whiteley

Planning Policy Officer
Planning Services
North Yorkshire County Council

Telephone: 01609 798083
james.whiteley@northyorks.gov.uk

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Appendix 8 - DUTY TO CO-OPERATE TABLE – BRADFORD WASTE MANAGEMENT DPD – PUBLICATION – FINAL DRAFT – SEPTEMBER 2015

Ref	Strategic Issue	Impact	Areas affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities affected by the issue</i>	<i>Evidence to show there is an issue (including links to source documents)</i>	<i>Details of how the issue can be overcome or managed</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who lead & timescale)</i>
1.	<p>Cross boundary movement of residual waste for final disposal (i.e. Landfill).</p> <p>Significant volumes of residual waste will continue to be transported to Leeds and Wakefield for landfilling, due to the considerable sub-regional landfill capacity in these areas.</p> <p>The volumes transported to Leeds and Wakefield is of such an amount it does not quantify the</p>	<p>The need for landfill facilities to remain operational.</p>	<p>Leeds and Wakefield</p>	<p>Waste Needs Assessment, Capacity Gap Analysis and Requirement Study.</p>	<p>Collaborative working between Authorities on waste planning policy documents and cooperate waste strategies.</p> <p>Joint working on future evidence base documents.</p> <p>Continued joint working through the WTAB.</p>	<p>None at this stage.</p>	<p>None at this stage.</p>

Ref	Strategic Issue	Impact	Areas affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response
	allocation of a waste management site within Bradford District for landfill.						
2.	<p>Cross boundary movement of hazardous waste.</p> <p>Significant volumes of hazardous waste will continue to be transported to Leeds, Calderdale and other authorities across the north of England for treatment, due to the considerable specialist hazardous waste treatment capacity in these areas.</p> <p>The volumes transported to Leeds and other authorities in the north of England is of such an amount it does not quantify the allocation of</p>	<p>Leeds, Calderdale and other authorities in the north of England.</p>	<p>Waste Needs Assessment, Capacity Gap Analysis and Requirement Study.</p>	<p>Collaborative working between Authorities on waste planning policy documents and cooperate waste strategies.</p> <p>Joint working on future evidence base documents.</p> <p>Continued joint working through the WTAB.</p>	<p>None at this stage.</p>	<p>None at this stage.</p>	

Ref	Strategic Issue	Impact	Areas affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response
	a waste management site within Bradford District for hazardous waste treatment.						
3.							

