

Minerals and Waste Joint Plan

First Consultation - Background Paper

May 2013

Introduction

This background paper is intended to support a consultation being undertaken by North Yorkshire County Council (NYCC), City of York Council (CYC) and the North York Moors National Park Authority (NYMNP) in May and June 2013 towards development of a new joint minerals and waste plan for the three authority areas. A separate consultation leaflet (which is a summary of this background leaflet) and accompanying response form have been produced, which seek your views on a number of matters relating to preparation of the Minerals and Waste Joint Plan. The leaflet and response form can be accessed here www.northyorks.gov.uk/mwjointplan. The website also contains a number of more detailed evidence papers.

The three authorities each have responsibility for planning for minerals and waste developments, such as new or extended quarries and new waste management facilities, proposed in their areas. This includes preparing a long term plan containing policies to help make decisions on planning applications for these types of development. The three authorities have decided to work together to prepare a 'Minerals and Waste Joint Plan' (referred to hereafter as the 'Joint Plan'). The Joint Plan will be important as it will help the authorities take decisions about matters such as where, when and how minerals and waste developments should be planned and controlled over the next 15 years within the Joint Plan area, as shown below. The Yorkshire Dales National Park Authority are incorporating minerals and waste planning policies within a comprehensive local plan for the Yorkshire Dales.

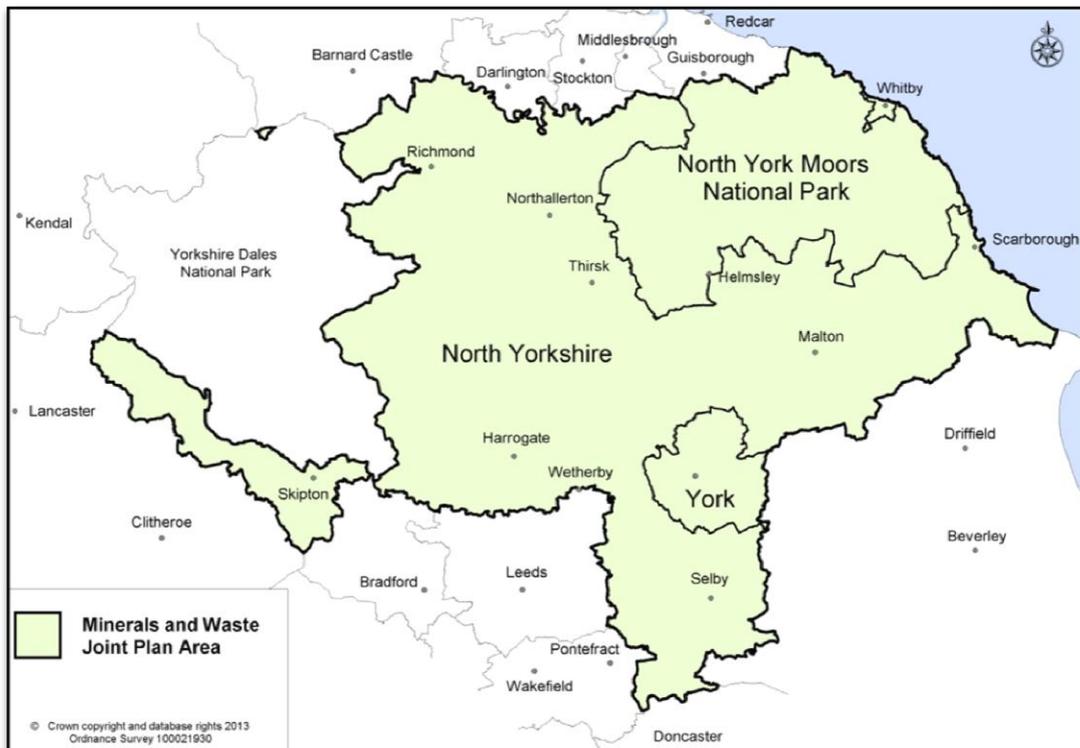


Figure 1 – The Joint Plan area

Production of a plan for minerals and waste development is a legal requirement for each local authority with responsibility for dealing with minerals and waste planning issues. There is a recognition that minerals and waste planning issues often affect

larger than local areas and can therefore best be tackled at a wider than local level, and it will be more efficient to work jointly to fulfil our legal responsibilities in these matters.

The three authority areas involved in the Joint Plan are very different – North Yorkshire¹ is a mainly rural area containing only a small number of large settlements. The City of York is largely urban and the North York Moors National Park is a very sparsely populated protected landscape. The characteristics of each of these areas will help to inform strategic minerals policy for the Joint Plan area. Further information on the characteristics of the Joint Plan area is available in the Evidence Base papers available at www.northyorks.gov.uk/mwevidence

About This Consultation

This background paper supports the launch of consultation on the ‘Minerals and Waste Joint Plan’. The new Joint Plan will build on recent work already carried out towards production of new minerals and waste planning policies in the area, and feedback from relevant minerals and waste planning consultation undertaken individually by the Planning Authorities up until now will be used to help with production of the Joint Plan.

However, as the Joint Plan in effect represents a new plan, we need to keep an open mind about what it should contain. This first formal consultation stage for the Joint Plan is being carried out in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. We would like your views on:

What do you think the Joint Plan should contain?

To help you answer this question this background paper provides some further information on minerals and waste planning within the Joint Plan area. There is a lot more information available on the Joint Plan webpages available at www.northyorks.gov.uk/mwjointplan

The consultation will run from 17th May to 28th June 2013.

¹ Reference to North Yorkshire or NYCC in this background paper relates just to the Minerals and Waste Planning Authority area, i.e. those parts of the county outside of the two National Parks.

Minerals – Key Information

Why Minerals are Important

Minerals are raw materials which are essential for a wide range of industries such as construction, power generation and manufacturing and are therefore very important to both society and the economy. The Joint Plan area, particularly the NYCC area, is rich in minerals resources, and quarrying activity has been taking place over very many years. There are currently over 50 active mineral workings and gas fields within the Joint Plan area (mostly within the NYCC area) and, in some areas, quarrying forms a substantial part of the local economy, providing significant employment and associated benefits.

Minerals within the Joint Plan area

There are a number of mineral resources widely distributed across the Joint Plan area:

- **Crushed rock** (comprising limestones of various types – Carboniferous Limestone, Magnesian Limestone and Jurassic Limestone, along with small amounts of chalk)
- **Sand and Gravel** (including concreting sand and building sand)
(Crushed rock and sand and gravel are primary aggregate minerals, used mainly in the construction industry such as for concrete manufacture and road building/repair)
- **Coal** (deep mined)
- **Clay** (for block, brick and tile manufacture)
- **Silica sand** (mainly used in the foundry and chemical industries)
- **Potash** (mainly used as a fertiliser)
- **Rock Salt** (used for de-icing roads)
- **Building stone** (both sandstone and limestone)
- **Gas** (both conventional gas and coal mine methane)
- **Secondary aggregates** (mainly colliery spoil and power station ash which may be used as alternatives to primary aggregates)
- **Recycled minerals** (such as crushed concrete and brick rubble which may be re-used for construction purposes)

Further information about all these minerals can be found in the technical and evidence papers for each Authority which can be accessed through the following webpage www.northyorks.gov.uk/mwevidence

The significance of Minerals produced in the Joint Plan area

The NYCC area hosts a very large majority of the current mineral extraction activity taking place in the Joint Plan area, although there is small scale extraction of building stone in the National Park, as well as previous and current interest in onshore gas development. The National Park also contains the main surface site for the Boulby Potash Mine and a planning application for a further potash mine has

recently been submitted. There is no current minerals extraction in the CYC area, although there has been recent exploration for coal bed methane and the area includes one of the former surface mine sites associated with the Selby Coalfield.

Aggregate minerals (sand and gravel and crushed rock) form the most important group in terms of volume of supply from the Joint Plan area. Despite the recent recession, which has led to a temporary downturn in demand for many minerals, substantial amounts of minerals are expected to be required over the 15 year period to be covered by the Joint Plan. For some minerals (such as sand and gravel) this is likely to require the opening up of new or extended quarries, as well as leading to the need to look closely at how the use of substitute materials (such as recycled materials) may be able to play a greater role in future supply. The Joint Plan has a key role to play in helping to maintain the supply of minerals, identifying potential locations for new minerals sites and setting out how these sorts of developments should be controlled to help protect our environment and quality of life.

The Joint Plan area plays a significant role in meeting demand for aggregates in areas such as Teesside and West and South Yorkshire, as well as within the North Yorkshire area. This is mainly a result of the fact that minerals resources are not evenly distributed and some areas of high demand (such as major towns and cities) are not able to provide local sources of supply. Following the closure of the two aggregate quarries in the National Park, aggregate minerals are only now extracted in the NYCC area. More information about aggregate minerals, and potential future requirements for them, can be found in the North Yorkshire Sub-region Local Aggregates Assessment which can be accessed via the webpage www.northyorks.gov.uk/mwevidence

Summary of the Key Minerals matters we expect to consider when preparing the Joint Plan

One of the key issues for the Joint Plan that will need to be addressed is the extent to which we should support further extraction of aggregate minerals, and how we decide where any new or extended aggregate quarries should be located.

Although other minerals extracted in the Joint Plan area are produced in lower volumes, they all play an essential role in meeting local or wider needs for raw materials. We will need to consider the extent to which support for these activities can and should be provided through our new planning policies. One issue that is likely to be important in this respect is the extent to which alternative sources of supply (such as power station ash, colliery spoil and recycled materials such as concrete) can be used instead of 'primary' materials such as limestone, and how we may be able to support this through our planning policies.

We will need to think about how we can ensure that potentially important minerals resources (which do not yet have planning permission for extraction) can be protected ('safeguarded') from other forms of surface development which could, subsequently, prevent the mineral from being worked. This is necessary to ensure that the presence of minerals resources, which could be made available in the future, is taken into account in other planning decisions. Safeguarding minerals resources is a requirement of national Government policy and will need to be addressed in the Joint Plan. Some work on safeguarding of minerals resources in the NYCC area has

already been carried out (this Report is can be accessed on the following website www.northyorks.gov.uk/mwevidence) and further work is now being undertaken in relation to safeguarding of minerals over the remainder of the Joint Plan area.

We will also need to consider where any new minerals sites might be located, and how they should be designed, operated and ultimately restored back to a suitable use after quarrying has finished. This is in order to help minimise any negative impacts on the environment or quality of life for local communities, and where possible ensure that such developments make a positive contribution in the longer term to agreed objectives such as flood water management or creation of new habitats for wildlife. To help us do this we expect to identify a number of “Areas of Search” and/or “strategic site allocations” where further minerals development will be considered as acceptable in principle, subject to suitable details being submitted and approved via a detailed planning application, thereby providing greater certainty to both developers and local communities about where future development is likely to take place. However, it is important to acknowledge that a fairly large proportion of the Joint Plan area is designated either National Park or Area of Outstanding Natural Beauty, and there are numerous other environmental constraints and designations, and protecting these areas will be an important consideration in finding appropriate locations for future minerals extraction and waste management developments.

The above matters represent some of the major issues we are likely to have to address in preparing the Plan. There are likely to be other more detailed matters, as well as others of a more strategic nature, such as how we coordinate with neighbouring authorities on cross-boundary issues, how we fit in with wider national and local policies for other forms of landuse, and how we deal with any overlaps between waste planning issues (see below) and minerals issues. However, this consultation provides an opportunity for you to tell us what you think is important, whether it be a relatively major strategic issue, or something more detailed, that we should be considering in preparing our new plan.

The questions below relate to some of the key issues that the joint plan is likely to need to address. Please use your opportunity, in responding to this consultation, to tell us what issues you think are particularly important this may include issues mentioned below or elsewhere in this paper, and there may be other issues we have not raised.

- What are the expected future extraction requirements for mineral resources from within the Joint Plan area?
- How can we help maintain continuity of supply of minerals?
- What areas or locations are likely to be most suitable in principle for new or extended mineral working?
- How can we safeguard important minerals resources and infrastructure?
- What policies should we have to help ensure that protected landscapes, the environment and quality of life are protected and enhanced?
- Is any new provision for managing mining/minerals waste needed?
- How can we support the sustainable use of minerals and encourage the use of alternative sources of supply i.e. secondary/recycled aggregates?
- To what extent should the area be seeking to maintain its important role in the supply of aggregate minerals into adjacent areas?
- How will important issues outside the Joint Plan area, which may have implications for the Joint Plan, be identified and addressed?

Waste – Key Information

Waste is generated by a wide range of activities and includes waste produced by households, businesses, farms and industries such as power generation and quarrying. These waste streams often have different characteristics and therefore need to be managed at different types of facilities, such as recycling centres, composting facilities, transfer stations (where waste is received and bulked up for onward transport to other facilities), treatment facilities such as Energy from Waste plants, and disposal facilities, such as landfill sites, which together make up the waste management network for the area.

Principal Waste Streams and Arisings

The main waste types (“streams”) arising within the Joint Plan area include;

- **Local Authority Collected Waste (LACW)** (*also referred to as Municipal waste, includes Household waste and some waste from commercial sources (e.g. businesses) where collected by the local authority*)
- **Commercial and Industrial waste (C&I)** (*from business and industry. This waste stream can take a very wide variety of forms and some of it may be very similar to Local Authority Collected Waste*)
- **Construction, demolition and excavation waste (CD&E)** (*arising mainly from construction and demolition activity e.g. broken concrete, brick rubble and timber*)
- **Hazardous waste** (*can take a wide variety of forms but requires special arrangements for its management because of its potential to cause harm to health and the environment*)
- **Agricultural waste** (*from farming and horticultural activity*)
- **Low level (non-nuclear) radioactive waste** (*arising in very small quantities from businesses and activities such as, health care, pharmaceuticals and education and research activity*)
- **Waste Water** (*from domestic and commercial/industrial premises*)

Current information indicates that for the North Yorkshire Sub-region (ie the whole of North Yorkshire county and the City of York) arisings of LACW in 2011/12 were 436,592 tonnes and in 2011 the total amount of waste managed within the same area was approximately 2.6 million tonnes. However, information on the amounts of waste generated is not always of a high standard, as a result of differences in the way the different waste streams may be collected, managed and monitored.

There is already a substantial network of waste management facilities in the Joint Plan area. Current information indicates there are approximately 110 waste management facilities within the Joint Plan area licensed by the Environment Agency (excluding waste water infrastructure), together with a number of other smaller waste facilities which were granted waste licence exemptions by the Environment Agency in 2010/11². For further data on waste arisings please refer to the Waste Evidence Papers for each authority area which can be accessed from the following webpage www.northyorks.gov.uk/mwevidence

² Based on Environment Agency Records, 2011

It is important not to consider waste management facilities in isolation but rather as elements in a wider network of waste management infrastructure, as the illustrative waste management Flow chart overleaf shows. The Flow chart demonstrates the principal that waste can travel through various waste management methods before it reaches its final stage, be it recycling, recovery (e.g. through converting waste into energy through incineration) or disposal (e.g. landfill).

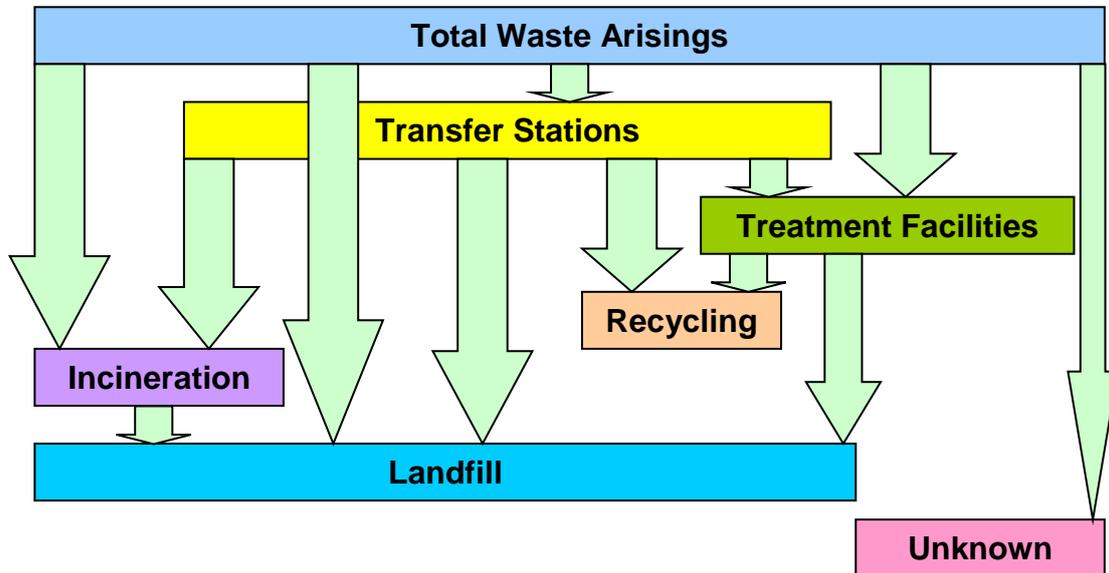
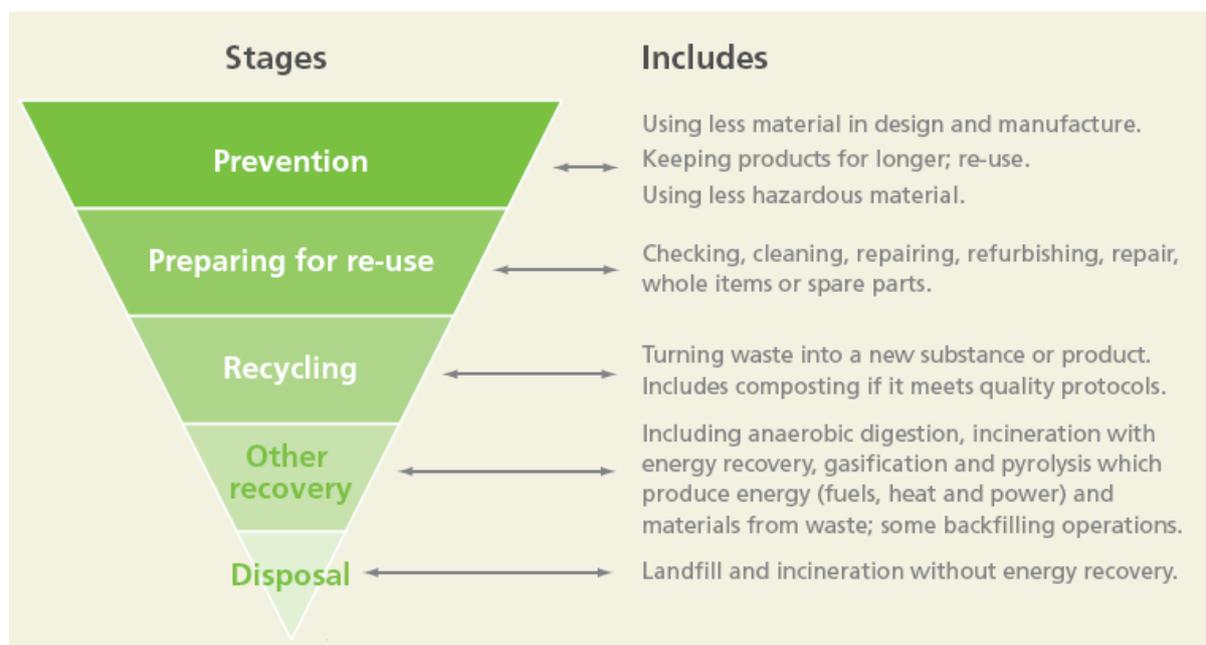


Figure 2 – Illustrative Waste Management Flow Chart³

The Joint Plan we produce will need to consider how and where suitable provision can be made for the facilities needed to manage all the main waste streams that arise in the area. This is likely to involve taking decisions on the general numbers, types and scales of facility that are likely to be required, based upon good information on the expected quantities of waste that are likely to occur in the area over the period up to 2030. We are currently undertaking further work on this, with the exception of the LACW waste stream, for which good information already exists. Decisions will also need to be taken on the general types of sites and locations that may be suitable for any new facilities likely to be needed.

When developing the Joint plan we will also need to consider how to meet the objectives set out in national waste planning policy and legislation. A key area of waste policy and legislation is the need to help support movement of waste up the “waste hierarchy” summarised in the following diagram, which is an essential aspect of planning for waste:

³ Environment Agency, Waste Data Modelling Project: Yorkshire and Humber, September 2010

Figure 3 – The Waste Hierarchy⁴

The waste hierarchy provides an overarching approach to the management of all waste streams, by expressing an order of preference for waste management methods, with preference given to methods further up the hierarchy. The waste hierarchy is important in the Joint Plan area because the area is still heavily reliant on landfill as a means of dealing with residual waste (i.e. waste left over after other management methods have taken place) although there have been recent significant improvements in rates of recycling and composting of household waste.

A further key influence on the Joint Plan is the Government's intended move towards a zero waste economy which indicates that there is a need *"..to move beyond our current throwaway society to a "zero waste economy" in which material resources are re-used, recycled or recovered wherever possible, and only disposed of as the option of very last resort."* This demonstrates that there is a clear need to continue to move away from landfill and the Joint Plan can support the development of waste facilities that help to achieve this. However, there is likely to remain a need for landfilling of some waste which cannot be dealt with by other methods.

These, and other, national policy requirements will be important in helping to shape the content of the Joint Plan. Furthermore, the Government has indicated that it intends to produce a new national waste management plan during 2013, and we expect this may have important implications for the approach we will need to follow in our Joint Plan.

The Plan will also need to consider where in principle any new waste management facilities should be located, acknowledging that a fairly large proportion of the Plan area is a National Park or Area of Outstanding Natural Beauty or subject to other environmental constraints and designations.

For the most up-to-date waste policy, guidance and data the Waste Evidence Base Papers for each authority can be accessed on the following webpage

www.northyorks.gov.uk/mwevidence

⁴ Defra, Government Review of Waste Policy in England 2011, June 2011

Allerton Waste Recovery Park

One important issue we will need to bear in mind when preparing the Joint Plan is that NYCC has recently granted planning permission for a major new Waste Recovery facility, known as the Allerton Waste Recovery Park (AWRP). The AWRP is proposed to be built on land at the existing Allerton Park aggregates quarry and landfill, next to the A1M and A168 between Boroughbridge and Walshford. It is intended to deal with “residual”⁵ LACW arising from the North Yorkshire area (including York and the North York Moors and Yorkshire Dales National Parks). The development would include a number of different waste management methods;

- Mechanical Treatment Plant (to separate recyclables and organic waste)
- Anaerobic Digestion Plant
- Energy-from-Waste Plant (to deal with residual waste that can’t be recycled or digested)
- Incinerator Bottom Ash Plant (to process and where practicable allow recycling of ash from the EfW Plant)

The facility has been proposed in order to help deliver key targets in the adopted Municipal Waste Management Strategy for North Yorkshire and York, including increased rates of recycling and diversion of waste from landfill, thus helping to move management of LACW up the waste hierarchy.

At the time of production of this background paper the Council has granted planning permission for the facility but has received notice of an intended legal challenge to the decision. This matter will need to be kept under review as the Joint Plan progresses.

Summary of the Key Waste matters that we expect to consider when preparing the Joint Plan

Please use the opportunity, in responding to the first consultation, to tell us what issues you think are particularly important (which may include issues mentioned below or elsewhere in this paper, or other issues we have not raised). The questions below may act as prompts in this respect.

- How much waste management capacity should we plan for to meet likely needs for all waste streams in the Joint Plan area?
- How can our land use policies support the provision of new waste facilities at the most suitable sites and locations?
- What planning policies should we have to help move management of waste further up the waste hierarchy?
- Should we make any provision in the Plan for the management of waste imported from outside the Joint Plan area?
- What impact might the plans of neighbouring waste planning authorities have for our Joint Plan?
- Is there likely to be a need to plan for any new landfill capacity?

⁵ Residual waste is waste left over after other waste management processes such as separation for re-use, recycling and composting have taken place

- How can waste facilities be designed, operated and controlled to minimise impacts on protected landscapes, the environment and quality of life?

A Vision and Objectives for the Minerals and Waste Joint Plan

As we prepare the Joint Plan we will need to develop a vision and a number of strategic objectives to give it direction and set out what the desired “goals” from implementing the Joint Plan are. Work on the development of a minerals and waste draft vision and objectives for the NYCC area has already taken place, but we will need to look at this again to ensure that any vision and objectives are appropriate for the Joint Plan area. We will be seeking views on a draft vision and objectives for the Joint Plan in the next round of consultation, expected to take place in Autumn 2013.

Consultation on the Scoping Report for the Sustainability Appraisal of the Joint Plan

As the Joint Plan develops it will be important to ensure that any potential impacts on the communities and environment of North Yorkshire, York and the North York Moors National Park are carefully considered and addressed. Legislation requires that the Joint Plan must be subject to a ‘Sustainability Appraisal’ to identify the likely social, environmental and economic effects.

While ‘sustainable development’ can sometimes seem complex, at its heart is the relatively simple idea that development that takes place now should not compromise the ability of future generations to enjoy the things that we take for granted today, such as clean air or areas to experience wildlife.

The first stage in the Sustainability Appraisal process is the production of a Scoping Report which sets out how the Sustainability Appraisal will be undertaken and the issues it will focus on.

When carrying out the Sustainability Appraisal it will be important to ensure that it considers issues that are important to local residents, businesses and other organisations. While certain issues, such as the likely effects on important landscapes, the atmosphere, soils and water must be considered, there are likely to be a wide variety of issues that contribute to the unique social, economic and environmental character of the Joint Plan area. These are likely to differ across the Joint Plan area. Identifying these through the Sustainability Appraisal will enable potential effects to be minimised or avoided. Therefore we would like to invite comments on what you feel the Sustainability Appraisal should focus on.

You can find the Scoping Report on the Sustainability Appraisal webpage - www.northyorks.gov.uk/mwsustainability . The website also features a ‘Non-technical Summary Report’ that may be helpful to consultees who are less familiar with sustainability appraisal. Comments can be sent in using the Comments Form or the more detailed SA questionnaire, both of which are available on the website

www.northyorks.gov.uk/mwconsult . The consultation period on these documents will run from 17th May – 28th June 2013.

Once the Scoping Report has been finalised, Sustainability Appraisal Reports will be produced at key stages of the production of the Plan and will be available for consultation. A final 'Sustainability Report' will be submitted for Examination alongside the Joint Plan.

If you would like further information on Sustainability Appraisal, or the Strategic Flood Risk Assessment and Habitats Regulations Assessment that will inform the Sustainability Appraisal please visit the website or contact us directly using the details set out below;

Sustainability Appraisal
C/o Environmental Policy Officers
Waste and Countryside Services, North Yorkshire County Council,
County Hall, Racecourse Lane, Northallerton, North Yorkshire, DL7 8AD

Email: mwsustainability@northyorks.gov.uk

Tel: 01609 536493

Call for Sites

An important role of the Joint Plan will be to identify future requirements for minerals and waste sites and facilities and set out where, in principle, such forms of development may be acceptable. As the Joint Plan will be mainly a strategic level plan we do not expect, at this stage in the process, to be identifying specific sites to meet all identified needs. The main focus is expected to be on the identification of sites which are of strategic significance (for example as a result of the scale and nature of the development involved, and how critical the development might be to the delivery of the overall strategy to be set out in the Joint Plan).

To help us identify potentially suitable sites and locations for minerals and waste development, we are issuing, as part of this consultation, a "call for sites". This is intended to provide an opportunity for developers, landowners and other relevant parties to provide to the Councils initial details of sites they would wish to see identified as being suitable in principle for future development for minerals or waste management purposes.

The City of York Council issued an initial call for sites (including minerals and waste sites) on 29th August 2012 as part of on-going work towards preparation of a local plan for the City of York area. NYCC issued a call for minerals sites on 31st January 2011 and received a substantial number of submissions which can be viewed on the following webpage: www.northyorks.gov.uk/13289 . Interested parties are advised that any submissions already made in response to these previous requests from these Councils **do not need to be re-submitted** but will be considered alongside newly submitted sites as the work progresses. Further guidance on the submission of potential minerals and waste sites for consideration is also available via www.northyorks.gov.uk/mwconsult

Next steps in preparing the Joint Plan

Following this first consultation exercise we will consider all the responses received and begin work on the development of a minerals and waste “Issues and Options” consultation, which we currently expect to commence around Autumn 2013. The Issues and Options consultation will set out in more detail the key issues we need to address over the Joint Plan area, as well as information about possible policies we could develop to address the issues. We will also consult on the development of a vision and objectives for the Plan. More information about the programme for plan preparation can be found at the following webpage www.northyorks.gov.uk/mwjointplan

Responding to this Consultation

You can respond to the first consultation by completing the Response Form, which can be downloaded from our website www.northyorks.gov.uk/mwconsult or by requesting a paper copy. This can be returned to us by email, through the Joint Plan Consultation website or by post;

Email: mwjointplan@northyorks.gov.uk

Postal Responses:

BUSINESS REPLY SERVICE, Licence No DL358
Minerals and Waste Joint Plan, Planning Services,
North Yorkshire County Council, County Hall, Northallerton,
North Yorkshire, DL7 8BR

Please note for postal responses you do not need to use a stamp.

By responding to this consultation you will automatically receive information about future consultations carried out in relation to the Joint Plan. The information you provide will be recorded on the consultation database and will only be used by the Authorities in relation to the preparation of the Joint Plan. If you do not want to receive details of the work we do please let us know by using the contact details below.

Alternative Contact Details for the respective Planning Authorities

If you would like to speak to someone at one of the three minerals and waste planning authorities please use the details below:

NYCC:

Minerals and Waste Policy, Planning Services, North Yorkshire County Council,
County Hall, Northallerton, North Yorkshire, DL7 8BR

Tel: 0845 8727374

Email: mwdf@northyorks.gov.uk

CYC:

Integrated Strategy Unit, City of York Council, 9 St Leonard's Place, York, YO1 7ET

Tel: 01904 551356

Email: integratedstrategy@york.gov.uk

NYMNP:

North York Moors National Park Planning Authority, The Old Vicarage, Bondgate,
Helmsley, York, YO62 5BP

Tel: 01439 772700

Email: policy@northyorkmoors.org.uk

Contact us

Minerals and Waste Joint Plan, Planning Services, North Yorkshire County Council,
County Hall, Northallerton, North Yorkshire, DL7 8AH

Tel: 0845 8727374 Email: mwjointplan@northyorks.gov.uk

If you would like this information in another language or format such as Braille,
large print or audio, please ask us.



اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

Aby otrzymać te informacje w innym języku lub formie, np. w alfabecie brajla,
w wersji dużym drukiem lub audió, prosimy się z nami skontaktować.

Tel: 01609 532917 Email: communications@northyorks.gov.uk