



Minerals and Waste Joint Plan

Waste Evidence

Net Self-Sufficiency Paper

July 2016

Minerals and Waste Joint Plan
Waste Evidence Base – Supplementary Paper

Waste Net Self-Sufficiency
Review of Approaches by Waste Planning Authorities¹
July 2016

Introduction

In support of the evidence base for the emerging Minerals and Waste Joint Plan (MWJP) for North Yorkshire, City of York and North York Moors National Park a review of the waste policy approaches by adjoining Waste Planning Authorities (WPAs) and other WPAs which are known to be 'significant' exporters of waste to the joint plan area has been undertaken.

Para 179 of the NPPF states '*Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans.*' Strategic priorities include the '*provision of infrastructure for... waste management*' and therefore gaining an understanding of the potential future of waste movements across authority boundaries is an important element of the waste policies within the MWJP.

Relevant waste policies within adopted and/or emerging Local Plans of WPAs adjoining the Plan area, or those which are 'significant' exporters of waste to the Plan area, have been reviewed as part of this research. The plans' approach to the import and export of waste has been assessed, including any potential reference to attaining net self-sufficiency, and a summary has been detailed in the table below. For the purposes of this research a threshold for a 'significant' exporter has been set at 1,000 tonnes per annum of non-hazardous waste and 100 tonnes per annum of hazardous waste. The relevant information has been sourced from Environment Agency's Waste Interrogator/Hazardous Waste Interrogator (2014 data).

The objective of attaining net self-sufficiency in a WPA area relates to the provision of adequate waste management capacity for the amount of waste arising within the WPA. However, net self-sufficiency allows for continued import and export of waste by planning for capacity the *equivalent* of 100% of waste arisings within the WPA, allowing for a degree of imports of waste to be balanced by a degree of export, thus helping to ensure that there is sufficient capacity overall to manage the waste arising within the WPA area.

Self-sufficiency in waste management at a national level is an aim deriving from Article 16 of the Waste Framework Directive, which details the principle of self-sufficiency and proximity, where it states '*Member States shall take appropriate measures...to establish an integrated and adequate network of waste disposal installations and of installations for the recovery of mixed municipal waste collected from private households...The network shall be designed to enable the Community as a whole to become self-sufficient... and to enable Member States to move towards that aim individually, taking into account geographical circumstances or the need for specialised installations for certain types of waste.*'

The National Planning Policy for Waste states that '*positive planning plays a pivotal role in delivering this country's waste ambitions through: providing a framework in which communities and businesses are engaged with and take more responsibility for their own waste, including by enabling waste to be disposed of or, in the case of mixed municipal waste from households, recovered, in line with the proximity principle*'. However, the 2011 Review of Waste Policy in England specifically states '*There is no requirement for individual*

¹ WPA Adjoining the Joint Plan area and those identified as a 'significant' importer of waste to the Joint Plan area

authorities to be self-sufficient in terms of waste infrastructure and transporting waste to deliver the best environmental solution should not be considered a barrier’.

Therefore, on balance, a net self-sufficiency approach is a potentially appropriate means of aiming to reduce the amount and distance that waste is transported to be managed, whilst reflecting the realities of the waste management market which does not necessarily respect WPA boundaries. Restricting the catchment of waste facilities through the planning system has generally proved to be an unrealistic objective, as proven by case law.

The main purpose of this Paper is to review the extent to which adjacent and/or significant exporter authorities to the Plan area are aiming for a net self-sufficiency approach as this may provide an indication of the extent to which increased imports to the Plan area may be anticipated.

Summary of WPA strategic waste policy approach

Waste Planning Authority	Adopted or Emerging Local Plan	Policy Approach to Waste Self Sufficiency and Import/Export of Waste
East Riding of Yorkshire Council (Hull CC)	Joint Waste Local Plan – Adopted Nov. 2004 (Policies Saved in 2007)	The Adopted Plan, in line with regional guidance, considers that the Plan area should be as self-sufficient as possible. The Plan includes a policy which encourages waste management development contributing towards self-sufficiency and will not allow waste management development dealing exclusively or substantially with waste from outside the area unless a clear need is demonstrated.
	Emerging – Joint Waste Plan Issues & Options Consultation Document (2012)	The emerging Plan includes a section on achieving self-sufficiency whilst accepting that it is inevitable that there will be some movement of waste into and out of Plan area, citing hazardous waste as an example. However, this is a general aim and does not currently include an accompanying policy, although the Plan is only at the Issues and Options Stage.
North Lincolnshire Council	North Lincolnshire Local Plan – 2007 Saved Policies Version	No reference to self-sufficiency or movement of waste across authority boundaries.
	Core Strategy Adopted 2011 – Waste DPD work to commence soon	The Adopted Core Strategy sets out a criteria-based policy approach that promotes sustainable waste management in a sequential pattern, firstly, proximity principle, secondly, the self-sufficiency principle and thirdly, co-location of waste facilities.
Lincolnshire County Council	Waste Local Plan – Adopted 2006	The Adopted Plan supports the regional self-sufficiency approach, although, it is accepted in some areas, it may be more sustainable to deal with waste at facilities in neighbouring regions as these may be closer to the source of waste production.
	Emerging – Lincolnshire Minerals and	The emerging Plan includes a strategic objective to promote waste management self-sufficiency in Lincolnshire to ensure waste is managed as near as

	Waste Local Plan – Draft Core Strategy and Development Management Policies (Nov 2013)	possible to where it is produced. The Plan also specifically states that <i>‘The intention of the County Council is to ensure that sufficient facilities are provided in Lincolnshire to enable the waste tonnages predicted to arise in Lincolnshire to be accommodated within the County. This would mean that, purely on arisings, the area would be self-sufficient. But, movements of waste in and out of the County would continue’</i> . A policy in the Plan supports this approach.
Doncaster MBC, Rotherham MBC & Barnsley Council	Joint Waste Plan – Adopted March 2012	The Adopted Plan does not specifically state an aim of self-sufficiency, however, a ‘cross boundary movements’ section accepts waste is exported and imported to the Plan area but does expect this to decrease over time as neighbouring WPAs are successful in their intentions to manage waste within their own area.
Leeds City Council	Natural Resources and Waste Local Plan – Adopted Jan. 2013	The Adopted Plan states that the area will plan to meet its own needs to ensure it is not reliant upon potential capacity elsewhere. The Plan includes a policy which supports proposals which meet future capacity requirements for waste arisings to achieve self-sufficiency.
Wakefield MDC	Waste DPD – Adopted Dec. 2009	The Adopted Plan’s Spatial Vision includes an aim to be self-sufficient (Objectives state regional self-sufficiency) in waste management by exceeding regional and national targets over the period to 2026, whilst maintaining its important sub-regional role in managing waste from outside the district and neighbouring authorities where it is the most sustainable option. Liaison with neighbouring authorities confirms that they are all seeking to be as self-sufficient as possible. A policy in the Adopted Plan seeks for the Wakefield District to be as self-sufficient as possible by supporting waste management facilities which meet identified needs.
Bradford MBC	Emerging – Core Strategy – Publication – Proposed Main Modifications (Nov 2015) Emerging Waste Management DPD – Submission (May 2016)	The emerging Core Strategy notes achieving self-sufficiency in the approach to waste management and includes a Policy in which the Council plans to <i>‘work collaboratively with other waste planning authorities to provide a suitable network of facilities to deliver sustainable waste management and allow the District to become net self-sufficient’</i> . The emerging Plan sets out an approach to achieving net self-sufficiency, by continuing to reduce waste arisings and for the District to handle its own waste arisings where appropriate and sustainable, but also to support the need for a regional and sub-regional approach to waste management in order to comply with policy guidance. The draft Vision states <i>‘We aspire to achieve net self-sufficiency, managing the waste we generate at the nearest appropriate</i>

		<i>facilities, and will put in place the necessary structures and systems to enable this to happen.'</i>
Lancashire County Council	Joint Lancashire Minerals and Waste Plan – Adopted Feb. 2009	The Adopted Plan includes a reference to achieving net self-sufficiency in the Vision; a dedicated Objective; a specific Policy; and a target that <i>'The Plan area will be net self-sufficient in waste management capacity by 2021'</i> . The Plan also makes note of specialised waste streams (Hazardous and LLRW) suggesting that it is likely these will continue to be managed on a regional basis, but states that proposals to manage these waste streams <i>'should include consideration of the proposal's contribution to achieving net-self sufficiency.'</i>
Durham County Council	Waste Local Plan – Adopted April 2005 Emerging County Durham Plan 2030	The Adopted Plan sets out an approach to plan for self-sufficiency in managing the waste generated in County Durham and the share of regional facilities as set out in the Regional Spatial Strategy. A policy in the Plan ensures proposals for waste management facilities will be determined having regard to the requirements of regional self-sufficiency. New Plan is at an early stage with no draft policies currently available. A draft Plan previously in preparation but now withdrawn following EiP stated that <i>'Provision for future waste management in County Durham is based upon providing facilities to deal with the County's own waste arisings (net self-sufficiency)'</i> , suggesting <i>'large scale importation of waste from outside the County is no longer feasible.'</i> However, the Plan also states <i>'providing for new strategic scale waste facilities for certain waste types may not be the most economic or sustainable solution if capacity is available in neighbouring areas.'</i>
Tees Valley: Darlington, Stockton-on-Tees, Redcar & Cleveland, Middlesbrough, Hartlepool Borough Councils	Tees Valley Joint Minerals and Waste DPD – Adopted Sept. 2011	The Adopted Plan sets out in policy that waste arisings within the Tees Valley will be managed by a <i>'distribution of waste management sites across the Tees Valley so that facilities are well related to the sources of waste arisings'</i> whilst also <i>'developing the regional and national role of the Tees Valley for the management of specialist waste streams'</i> . The Plan recognises that imported waste has <i>'been a source of economic success for some companies and it is anticipated that an element of importation will continue over the plan period. Whilst recognising this, the Plan ensures that there is sufficient capacity for the predicted waste arisings within the Tees Valley'</i>
Yorkshire Dales National Park	Yorkshire Dales Minerals and Waste Local Plan – Adopted 1998 (Saved Policies 2007)	The Adopted Plan acknowledges that there is only one small licenced facility within the Plan area and does not support proposals for the disposal of household and non-inert waste within the Park. It also strongly opposes the import of any significant quantities of waste. Therefore the Plan supports the

	Emerging – YDNP Local Plan – Publication (July 2015)	<p>current pattern of exporting the majority, albeit small amounts, of waste.</p> <p>The emerging Plan supports the current pattern of exporting the modest household and non-inert waste arisings to be disposed of outside the Plan area. The approach limits proposals for the disposal of inert waste to be permitted only where the waste managed is produced within the Plan area.</p> <p>(Note: The draft Minerals and Waste Joint Plan for North Yorkshire, York and North York Moors National Park plans for capacity requirements arising in the adjacent Yorkshire Dales National Park).</p>
Sheffield City Council	<p>Core Strategy – Adopted March 2009</p> <p>Emerging ‘Sheffield Plan’ (November 2015)</p>	<p>The Adopted Core Strategy sets out in Policy ‘<i>The City’s waste will be managed more sustainably by: permitting a range of additional treatment facilities, mainly in industrial areas, sufficient to meet the regional apportionment for commercial and industrial waste together with requirements for other waste streams where the city is best placed to meet local and wider needs</i>’. However, the Plan also suggests that contingency arrangements may need to be put in place after 2018, including potential landfilling of waste outside its boundaries.</p> <p>The emerging Plan states ‘<i>Waste planning authorities need to identify in their local waste plans sites and areas suitable for new or enhanced facilities that will meet the needs of their area</i>’. However, detailed waste policies are expected to be developed in due course and later superseded by a Joint Waste Plan with other South Yorkshire Sub-region WPAs.</p>
Derbyshire County Council (Derby CC)	Derby and Derbyshire Waste Local Plan – Adopted March 2005	The Adopted Plan includes references to self-sufficiency at the regional and national level, whilst acknowledging that ‘ <i>waste management solutions may sometimes cross planning areas</i> ’. The objectives of the Waste Plan include self-sufficiency as a key consideration. However, the Policy which makes specific reference to self-sufficiency was not saved and has therefore expired.
Nottinghamshire County Council (Nottingham CC)	Nottingham and Nottinghamshire Waste Core Strategy Part 1 - Adopted December 2013	The Adopted Plan sets out in Policy, Vision and Strategic Objectives its ‘ <i>aim to be self-sufficient by providing enough sites to manage the equivalent of our own waste arisings over the plan period</i> ’. The Plan also identifies the issue of ‘ <i>cross-boundary movements to allow for reasonable movement of waste where this is shown to be sustainable.</i> ’
Kent County Council	Minerals and Waste Local Plan Submission Document - Further Proposed	The emerging Plan, which has been found sound, includes a strategic objective to maintain net self-sufficiency throughout the Plan period. The emerging Plan also states in Policy the strategy ‘ <i>to provide sufficient waste management capacity to manage at</i>

	Modifications (Jan 2016) – Found Sound by PINS, awaiting adoption by KCC	<i>least the equivalent of the waste arising in Kent’. The Plan also recognises ‘The purpose in adopting the principle of net self-sufficiency is not to restrict the movement of waste as restriction of waste catchment areas could have an adverse effect upon the viability of the development of new waste facilities needed to provide additional capacity for Kent’s waste arisings.’</i>
Sunderland City Council	Unitary Development Plan – Adopted September 1998 Core Strategy and Development Management Policies – Revised Preferred Options (August 2013)	The Adopted Plan makes reference to minimising import and export of waste and managing waste close to the point at which it is generated. However, it also notes that it cannot be wholly self-sufficient in all waste disposal methods. The emerging Plan states in Policy that <i>‘The City Council will ensure sustainable management of waste in Sunderland by:- Allocating land as necessary for waste management facilities to meet identified local and regional requirements’</i> . This Policy would suggest an approach similar to net self-sufficiency, without specific reference to this term.
Southampton City Council (Hampshire CC, Portsmouth CC, New Forest National Park Authority and South Downs National Park Authority)	Minerals and Waste Plan - Adopted September 2013	The Adopted Plan sets out an approach to plan for net self-sufficiency in managing the waste generated within the Plan area of Hampshire. Policy states <i>‘The long term aim is to enable net self-sufficiency in waste movements’</i> . The Plan also clarifies its approach where it states <i>‘The approach will support net self-sufficiency which means the equivalent amount of capacity for all waste arising within Hampshire will be provided, with the acceptance of limited cross boundary movements’</i> .
Leicestershire County Council (Leicester CC)	Waste Core Strategy and Development Control Policies – Adopted October 2009 Minerals and Waste Local Plan – Pre-Submission Draft (2016)	The Adopted Plan sets out its strategy to <i>‘provide sufficient waste management capacity to manage the equivalent of the waste arising in the framework area’</i> . This approach is in line with the principle of net self-sufficiency. The Plan’s Spatial Vision and Objectives also state its intention to provide a level of waste management capacity that is sufficient to accommodate the apportionment set out by the RSS. The emerging Plan states in its Strategic Objectives and Policy its intention that <i>‘The County Council will make provision for a sufficient range of waste facilities within the County of Leicestershire to manage the equivalent of the predicted arisings for the County up to and including 2031’</i> . This approach is in line with the principle of net self-sufficiency.
Gateshead Council (Newcastle CC)	Core Strategy and Urban Core Plan – Adopted March 2015	The Adopted Plan states that <i>‘there is sufficient capacity to 2030 across both the region and Gateshead and Newcastle, to manage and treat residual waste arisings’</i> . The Plan also states that <i>‘it</i>

		<p><i>is essential that sufficient waste management capacity is retained throughout the plan period. Monitoring of waste management capacity... will be carried out... to ensure that the plan area has access to adequate waste management facilities to cater for waste arisings throughout the plan period'. Without specific reference to the term 'self-sufficiency' it would appear that the Adopted Plan advocates an approach similar to this at a regional level.</i></p>
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Table 1: Waste import/export policy approaches by adjoining and 'significant' WPA waste exporters to the Joint plan area

The majority of WPAs include a reference to achieving (net) self-sufficiency for waste management (or statements which suggest a similar objective), with the exception of Yorkshire Dales National Park Authority (YDNPA). This can take the form of specific policies (Tees Valley Authorities), objectives and aims (Wakefield Metropolitan District Council), references to national policy (East Riding of Yorkshire Council) or a combination thereof (Lancashire County Council).

WPAs which have Plans adopted prior to the revocation of Regional Spatial Strategies tend to include references to 'regional self-sufficiency', evident in Durham County Council's 2005 Adopted Plan, whereas emerging or recently adopted Plans tend to reference net self-sufficiency specific to the Plan area.

Potential impact upon the Joint Plan area arising from the strategic waste policies of neighbouring or 'significant' exporter WPAs

On the basis of the adopted and emerging strategic waste policies of WPAs summarised above it is not considered that there is any basis to assume a significant increase in waste imports to the Plan area within the Plan period.

The majority of adjoining and 'significant' WPAs exporting waste to the Plan area (with the exception of YDNPA) appear to be aiming for net self-sufficiency (or similar variants thereof) in their strategic waste policies. This would appear to suggest that over the short term impacts upon waste volumes imported into the Plan area will be minimal. However, as the policies take effect, and waste management capacity is developed which meets the arisings within the WPAs considered, this may potentially lead to a reduced amount of waste exported to the Plan area (as a proportion of total waste managed within the Plan area).

With regard to potential impacts upon volumes of waste exported from the Joint Plan area to other WPAs, the impact of other WPAs strategic waste policies summarised above is likely to be low, as the majority (with the exception of YDNPA) acknowledge that waste will continue to be exported and imported. However, if the MWJP implements a similar net self-sufficiency approach this may lead to lower amounts of waste exports from the Plan area in the long term, as facilities which have the capacity to meet arisings of waste within the Plan area are developed.

With regard to the balance of waste exports to imports for the Plan area, this would be likely to change over time (as a proportion of the amount of waste arising and managed within the Plan area respectively) as a move towards net self-sufficiency is implemented. Over the medium to long term adopting a net self-sufficiency approach may potentially lead to a reduced proportion of exports (as a proportion of total arisings) and a reduced proportion of imports (as a proportion of total waste managed within the Plan area). The table below provides a hypothetical demonstration of the potential effect upon the export and import of waste from the Plan area at the end of a plan period if a net self-sufficiency approach were to be followed.

	Total Waste Arisings (tonnes)	Total WPA Capacity (tpa)	Total Export (tonnes) (% of Arisings)	Total Import (tonnes) (% of Capacity)
Baseline	1,000,000	750,000	400,000 (40%)	150,000 (20%)
	A net self-sufficiency approach would support increasing total capacity to match projected arisings. It is reasonable to assume that as a greater amount of capacity is available closer to the source of arisings this will reduce the amount which is exported. It is also reasonable to assume that as other WPAs increase capacity to match arisings any increase in imports to the Plan area will be low.			
End of Plan period	1,200,000	1,200,000	200,000 (16%)	200,000 (16%)

Table 2: Potential effect upon the import and export of waste within a Plan area as a result of implementing a net self-sufficiency approach. *Please note that the figures utilised in this table are purely for illustration purposes only.

Potential issues for monitoring net self-sufficiency of a WPA

Taking account of waste exported to exempt facilities or facilities outside of the UK, and assessing if these facilities will continue to accept waste over the plan period, is very difficult to plan for due to the lack of deposit data. This is particularly an issue for C&I waste, for which there is less robust data compared with LACW. This may have some impact on the ability to plan fully for a 'net self-sufficiency' approach.

Potential impact upon the Joint Plan area arising from the development of large scale merchant waste management facilities within the Joint Plan area

A further factor to take into account when considering the future pattern of waste import and export includes the potential impact of recently permitted, but as yet unimplemented, proposals for substantial new capacity at a number of facilities which would manage C&I waste and/or LACW within the Plan area. These include:

- North Selby Anaerobic Digestion Facility – 60,000 tpa of LACW, C&I and Agricultural waste
- Southmoor Energy Centre – 280,000 tpa of C&I and LACW
- Former Arbre Power Station Advanced Thermal Treatment Facility – 200,000 tpa of C&I and LACW

The potential implications of the substantial waste management capacity in such facilities which, if all developed, is likely to significantly exceed the amount of capacity required to meet the needs of waste arising in the area, include:

- Potential increase in waste imports: Waste arising within the catchment area of the waste facilities, but outside of the Plan area, may be drawn to capacity in the Plan area, leading to increased imports of waste
- Increased capacity contributes towards attaining net self-sufficiency: Emerging waste capacity evidence has identified that some further capacity, especially recycling and waste treatment, is required to meet projected waste arisings within the Plan area, which would contribute to the objective of providing sufficient capacity equivalent to total arisings. However, the large scale capacity potentially provided by the merchant facilities referred to above could have a major upwards impact on the total capacity available within the Plan area, whilst in practice it may play only a small role in

managing waste arising within it, if a significant proportion of the available capacity is taken up by imported waste.

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