



Report of Director of City Development

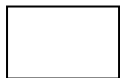
Development Plan Panel

Date: 18 December 2007

Subject: Natural Resources and Waste Development Plan Document - Issues and Alternative Options Paper

Electoral Wards Affected:

All



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity



Community Cohesion



Narrowing the Gap



Executive Summary

1. Within the Local Development Scheme and the Local Development Framework Core Strategy Issues and Alternative Options Report, Natural Resources are identified as an issue that is to be taken forward as a Development Plan Document (DPD).
2. In the preparation for a Natural Resources and Waste DPD a draft Issues and Alternative Options paper has been prepared for consideration by the Panel. This forms the first step of a process that is split into 4 broad stages. **Stage 1** is to identify issues and develop initial options for discussion and to undertake further wider public consultation to develop and choose the options. The comments received in Stage 1 will inform the preparation of 'Preferred Options' which will then be subject to more consultation in **Stage 2**. At **Stage 3** the Draft Natural Resources and Waste DPD (NRWDPD) will then be published for submission to the Planning Inspectorate. In line changes to the planning system, brought about by the Planning and Compulsory Purchase Act (2004), this stage will provide an the opportunity for stakeholder to formally comment and have their views considered by an independent Government appointed Inspector, who will then make recommendations that the Council will be required to adopt. It is envisaged that the NRWDPD will be adopted as a formal plan by March 2010 forming **Stage 4**.
3. Gathering of evidence to inform these initial issues and options for the preparation of the DPD, has been drawn from a variety of sources. Firstly, conventional policy review has been undertaken across a range of sectors. In line with national planning policy objectives this review has intentionally sought to extend its reach beyond solely planning policy. As well as undertaking a Sustainability Appraisal we have also undertake as part of the evidence gathering exercise an innovative step in undertaking a Natural Resource Flow Analysis and identifying the Ecological Foot print of the City. This analysis is integral in informing and therefore helping to define the issues and the options that fall from them. Whilst this research is still at an early stage, a wide range of data has been

gathered, from which initial issues particular to Leeds have been established. Finally, informal consultation with key stakeholders has been undertaken to inform the scope of this Issues and Alternative Options Report.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is for the Development Plan Panel to consider the attached Natural Resources and Waste Development Plan Document (NRWDPD) Issues and Alternative Options paper, as a basis for a 6 week period of public consultation (Regulation 25).

2.0 Background Information

- 2.1 As part of the Local Development Framework for Leeds, it is intended to produce a DPD providing policy and guidance on Natural Resources and Waste. Members will recall that the Council's Local Development Scheme sets out its intention to prepare a DPD to plan for minerals and waste. However, in recognition of the importance of effectively managing all of Leeds' natural resources, which is crucial in achieving sustainable economic growth, it is considered that this would best be addressed by broadening the scope of the DPD to enable an integrated and inclusive approach to planning for natural resources.
- 2.2 Initial preparatory work on this DPD has been commenced by consultants retained on behalf of the Council. The purpose of this Panel Report is to inform Members of progress with these initial preparatory stages, and also present the Issues and Alternative Options Paper proposed for consultation on this NRWDPD.

3.0 Methodology and Progress

Building the Evidence Base

- 3.1 As members are aware, a key component of the reforms to the Development Plan system, is the need to take into account an 'evidence base' in the preparation of planning policies and proposals. Consequently, in the on going preparation of the NRWDPD, evidence to inform these initial issues and options has been drawn from a variety of sources:
- A detailed and wide ranging policy review has been undertaken across a range of sectors (and not solely planning policy);
 - A Natural Resource Flow Analysis is being undertaken (see 3.9-3.11 of this report), which will be key to informing continuing preparation of the NRWDPD. Whilst this research is still at an early stage, a wide range of data has already been gathered, from which initial issues particular to Leeds, have been established;
 - Informal consultation with stakeholders has been commenced to inform the scope of the NRWDPD and any early issues that should be incorporated.

Policy Review

- 3.2 As noted above, the identification of issues and policy requirements that are relevant to this NRWDPD, and which has been informed by a comprehensive review of planning policy and guidance at national, regional and local level has been significantly progressed. In addition, a Sustainability Appraisal is required to be prepared in tandem with the DPD, and this also takes cognisance of wider environmental policy influences, including international and European directives. A

summary of the policies and guidance under review for the preparation of an Issues and Alternative Options Paper for the Natural Resources DPD is set out below.

National Policy and Guidance

- 3.3 National planning policy on a range of topics is set out in Planning Policy Guidance (PPGs), Planning Policy Statements (PPSs), Minerals Planning Statements (MPSs) and Mineral Policy Guidance (MPGs). These are often accompanied by best practice guidance in the form of “Companion Guides” and “Good Practice Guides”. Whilst there are emerging themes throughout the series of documents that have relevance to natural resources, policy statements on Sustainable Development, Renewable Energy Technologies, Waste Management, and Minerals Planning are of particular importance.
- 3.4 Given that this is an early stage in the plan preparation process, it is also considered proper that the Government’s intentions to reform the planning system are considered, so that these can be taken into account during preparation of the NRWDPD. Therefore, the White Paper “Planning for a Sustainable Future” has been reviewed, and it is noted that this places a high emphasis on appropriate use of natural resources, and also the impacts of climate change.

Regional Planning Policy

- 3.5 The current Regional Spatial Strategy relevant to the Leeds area is the RSS for Yorkshire and the Humber to 2016 (2004). Members will be aware that this was reviewed in 2007, and that the Secretary of State for Communities and Local Government has proposed changes. Whilst not yet part of the statutory development plan, the Review RSS contains a more recent expression of regional planning policy based on up to date evidence and policy themes, and is therefore of particular importance in the preparation of this DPD. The Council has a statutory duty to ensure that its Local Development Documents are in conformity to the RSS, and therefore progress towards approval of the Review RSS will continue to be monitored to ensure that this NRWDPD reflects its emerging provisions. In the RSS, there are key issues for Leeds to address relating to waste production and management, carbon and greenhouse gas emissions, renewable energy production, brownfield land development, and water resources.

Local Planning Policy and related documents

- 3.6 It is a statutory requirement that Leeds’ Local Development Documents take account of its Community Strategy “Vision for Leeds”. In addition, the existing Leeds Unitary Development Plan 2001, and the alteration to that plan (UDP Review 2006, including ‘saved’ policies) has been reviewed to establish current adopted policy and areas where updates are required to reflect current circumstances and policy directions.
- 3.7 Members will recall that public consultation on Issues and Alternative Options for the Core Strategy commenced in October this year. Comments received are being collated and an assessment of the outcomes will be presented to Members in due course. The Core Strategy is the overarching document in the LDF, and therefore in producing an integrated suite of Local Development Documents it will be essential to ensure that there is coherence between it and the other DPDs.
- 3.8 In addition, there are a range of other Council strategies that have relevance to natural resource issues, and these have been reviewed in order to ensure consistency (e.g. Strategies on Waste, Climate Change and Transport).

Natural Resource Flow Analysis (NRFA)

- 3.9 The preparation of this NRWDPD requires the acceptance of the definition of what constitutes a natural resource, however in order to plan for this issue effectively, an understanding of the flows of these natural resources into, through and out of Leeds is required.
- 3.10 As part of preparation of this NRWDPD, a NRFA is being undertaken. This is an innovative but valuable tool, which will add greatly to the robustness of the plan preparation process. The NRFA will identify and assess the flow of resources through Leeds generally and in terms of people, food, waste, land, water, energy, minerals, aggregates, and other materials (including those relating to construction and demolition). The flow in terms of greenhouse gases and air quality is also addressed. For each, the analysis identifies the resource input, output, stock and waste. This is an in depth process, which requires a large extent of data gathering at the outset. Data gathering for this NRFA is substantially complete, however the Council's consultants are continuing to acquire relevant data sets in order to ensure a comprehensive base for the analysis. In the meantime however, data gathered to date has been used to provide an early indication of potential issues for the NRWDPD.
- 3.11 This data analysis will subsequently inform an ecological footprint of Leeds, highlighting efficient and less efficient resource areas to be used as a reporting and monitoring mechanism.

Sustainability Appraisal (SA)

- 3.12 An SA is a legislative requirement in the preparation of a plan such as this NRWDPD. The sustainability appraisal will consider the effect the DPD may have on environmental, economic and social issues within Leeds. At present a contextual analysis has been carried out, involving a review of plans, policies and programmes (PPPs) that influence or could have implications for the DPD in terms of sustainability issues, such as those relating to waste, climate change, air quality, water quality and biodiversity. PPPs considered include those at international, national and regional level such as the EU Sustainable Development Strategy 2006, the draft Climate Change Bill 2007 and the Regional Waste Strategy 2003.
- 3.13 An analysis has also been carried out of SAs undertaken for other PPPs within Yorkshire and Humber and Leeds that are directly related to the Natural Resources DPD. This process has extracted the sustainability issues and the SA objectives for each. Key issues emerging include social inequality (with Leeds the third most deprived region in the UK), climate change (reduction of CO₂ emissions by 60% by 2010 and adapting to climate change), water resources in terms of availability, and increased waste production.
- 3.14 These pieces of research have been utilised to prepare a Scoping Report for the SA, a copy of which is attached as Appendix to the Issues and Alternative Options Report. As the SA progresses, it will be used to assess and assist in the mitigation of potential sustainability issues that arise as the DPD develops. Following consultation with statutory bodies on the Scoping Report, the Sustainability Appraisal will need to be finalised. It should be noted that this may entail the need to adjust issues and options accordingly. Any changes will be discussed initially with the Development Panel chair prior to wider public consultation.

4.0 Structure of the Document

4.1 Following the work described in building the evidence base for Issues and Alternative Options, the document is structured so that it:

- i. Introduces the topic of Natural Resources, explains the scope and context of the NRWDPD in relation to the LDF, and provides information in relation to the timetable and consultation process;
- ii. Sets out contextual background, issues and alternative options for six key themes, and explains their inter-relationships; and
- iii. Informs consultees of the statutory monitoring processes.

4.2 As noted above, a Sustainability Appraisal Scoping Report has also been prepared for the Issues and Alternative Options Report in line with legislative requirements.

5.0 Natural Resources and Waste - Emerging Issues

5.1 Progress to date has highlighted a number of themes and issues that the NRWDPD shall require to address in order to meet its statutory requirements of complying with national, regional and local policy. National planning policy advises on the principle of achieving sustainable development to meet the needs of future generations, and states that:

“The prudent use of resources means ensuring that we use them wisely and efficiently, in a way that respects the needs of future generations. This means enabling more sustainable consumption and production and using non-renewable resources in ways that do not endanger the resource or cause serious damage or pollution” (PPS 1 “Delivering Sustainable Development”)

5.2 Following from the initial evidence gathering, six key themes have been identified for inclusion in this DPD, although the Issues and Alternative Options Report does offer the opportunity to comment on whether these are appropriate, or whether further themes should also be included. The key themes are:

- i. Waste;
- ii. Minerals and Aggregates;
- iii. Energy and Climate Change;
- iv. Land Use;
- v. Water Resources; and
- vi. Air Quality.

Waste

5.3 Leeds’ aspiration, as set out in its Integrated Waste Strategy, is to enable the creation of a “zero waste” city. To deliver the recycling and recovery targets set out in the Councils waste strategy and to meet the provisions of national waste policy and the requirements in the emerging RSS, issues and options relate to the management of all waste streams and the potential location of new waste management sites. This includes planning for all waste streams (household, commercial and industrial, construction and demolition and hazardous waste) and

additional waste management facilities to enable recycling, recovery and treatment targets to be met. It will ensure adequate provision is made to meet the waste management needs for Leeds for the plan period and beyond.

Minerals and Aggregates

- 5.4 Supply of minerals and aggregates, particularly for construction is a critical requirement, particularly so given Leeds' aspirations for economic growth. However minerals and aggregates are a finite resource, and therefore it is a key challenge for the Council to ensure that there is sufficient provision to meet needs, whilst minimising adverse environmental impacts (e.g. landscape impacts and significant transport requirements). The re-use of re-cycled resources to minimise loss of primary minerals and aggregates is important. Minerals are also an important source of energy supply, and careful consideration of issues surrounding their use as such must be given (e.g. the depletion of primary fossil fuel resources, which also lead to adverse environmental impacts such as greenhouse gas emissions during energy production). Finally, the environmental impacts from existing quarrying facilities are considered, seeking options for appropriate after use and restoration.

Energy and Climate Change

- 5.5 The reduction of greenhouse gases, which contribute to climate change, and adapting to the impacts of climate change are a national priority, following on from international commitments. The Yorkshire and Humber Region is a significant contributor to UK greenhouse gas emissions, and therefore their reduction is a core issue of the RSS. The production of renewable and other clean forms of energy is a priority that needs to be addressed, however currently only a small proportion of energy within Leeds is from renewable sources. This must be increased if it is to contribute to the national target of reducing carbon emissions by 60% by 2050, and also meet shorter term regional targets for the production of renewable energy. Therefore issues and options in this section concentrate on seeking views on realistic and deliverable options for energy production within Leeds.

Land Use

- 5.6 Land use is a finite resource, and in ensuring its efficient use and the retention/improvement of environmental quality whilst achieving economic and social growth, there are substantial issues to be addressed. The Core Strategy will provide policies that direct the overall release of land, taking these issues into consideration, however it is considered that this NRWDPD can provide additional policies on land use relating to the management of it as a natural resource. Issues and options in this section refer to promoting the continued remediation of brownfield land for development.

Water Resources

- 5.7 National planning guidance highlights that water is a scarce resource in England and Wales and recognises that the availability of water resources should be recognised in development plans. It advocates policies that promote water efficient development and minimise demand on existing water resources as well as encouraging water-efficient installations, grey water recycling and rainwater harvesting schemes and attenuation of surface water drainage. The importance of protecting quality water resources is also emphasised, and authorities must address targets for improving water quality as required by the Water Framework Directive. This chapter of the Issues and Alternative Options Paper focuses on measures to improve the quality of water resources in Leeds, address the impact of development

on the drainage infrastructure (to alleviate flood risk), and improve the efficiency of water use.

Air Quality

- 5.8 Air is a vital natural resource to sustain all forms of life and consequently pollution and reduced quality can have a significant adverse impact on the health of humans and other animal species. It can also damage other biological resources such as plant species. Impacts arising from development on air quality are therefore a major planning consideration. The issues and options in relation to this theme seek to provide a spatial planning context to the Leeds Air Quality Action Plan, and provide options for the management of air pollution, particularly arising from transport and industrial emissions, and also reducing pollution levels in areas within Leeds where there is identified poor air quality (Air Quality Management Areas).

Integration

- 5.9 Throughout the Issues and Alternatives Options Paper, the importance of understanding the relationships between natural resources, and these key themes is emphasised. Specific options for integrating natural resource management uses and facilities are provided as a conclusion to the key themes.

6.0 Consultation

- 6.1 Consistent with the City Council's Statement of Community Involvement, a series of consultation events and activities is being planned. Further details of these will be presented to members at the meeting.

7.0 Implications for Council Policy and Governance

- 7.1 None

8.0 Legal and Resource Implications

- 8.1 None other than the "conformity" issues with the RSS noted above. There are no specific resourcing issues at this stage, other than to note that the preparation of the NRWDPD is being managed within existing provision. In terms of wider strategy and policy issues, a key dimension of the LDF process, are the regulatory requirements to seek to align resourcing strategies and programmes from a variety of agencies to ensure that the overall intent of policy documents are deliverable.

9.0 Conclusions

- 9.1 This report has provided a brief review of the Leeds LDF Natural Resources and Waste DPD process to date and in going forward, has set out "Issues and Alternative Options" for further consultation. Within this context, reference has been made to the emerging RSS (draft Yorkshire & Humber Plan) and the Leeds LDF Core Strategy.

10.0 Recommendations

- 10.1 The Development Plan Panel is recommended to:
- i. Note the preparatory work being undertaken in the earliest stage in the preparation of the Natural Resources and Waste Development Plan Document, including consultation with the community and stakeholders, and

in particular to note the next stages in the production of the Development Plan Document.