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Report of the Director of City Development

Development Plan Panel

Date: 10 March 2009

Subject: Leeds LDF Natural Resources and Waste DPD – Progress Report

Electoral Wards Affected: All	**Specific Implications For:**
	Equality and Diversity ☐
	Community Cohesion ☐
	Narrowing the Gap ☐

EXECUTIVE SUMMARY

1. The Natural Resources and Waste Development Plan Document is currently being prepared and is a significant part of the Leeds Local Development Framework (LDF). The purpose of this Plan is to provide an integrated approach to managing natural resources and waste in Leeds as part of the spatial planning framework. This Plan (along with its evidence base) has been subject to "Issues and Alternative Options" consultation and a 'Policy Position' report for further public engagement is currently being developed.

2. The purpose of this report, is to provide members with an overall update on progress, to report the findings of the Issues and Alternative Options consultation exercise, and to outline the anticipated development of the document leading up to Independent Examination.

1.0 Purpose Of This Report

1.1 To advise and update Development Plan Panel members on overall progress, technical work underway, and the anticipated development of the documents leading to submission and Independent Examination.

2.0 Background Information

2.1 From previous consideration of the Local Development Scheme, members are aware that a series of Development Plan Documents are currently being prepared as part of the Local Development Framework. Once adopted, these will form part of the statutory Development Plan for Leeds, setting out a framework for planning policy and where appropriate, site specific allocations. Within this context, the scope of the Natural Resources & Waste DPD is to provide a basis to plan for waste management and to ensure development considers the resource and waste implications implicit in its activities, together with the wider protection and management of natural resources.

2.2 As statutory plans, they are prepared under a process prescribed by national regulations. The Natural Resources and Waste DPD is being prepared under the following programme:

- Engagement and Information gathering stage (Issues & Alternative Options)
- 'Policy Position' stage
- Submission stage
- Public Examination
- Adoption

2.3 Following the successful completion of Issues & Alternative Options, work is now underway to prepare the Policy Position document that will then be developed as the submission document. Updated and amended national policy guidance has been published since the Issues and Alternative Options stage and as a consequence changes to the process for preparing the Plan have had to be considered and responded to by the team. Above all, comprehensive technical evidence and thought is necessary to underpin the "soundness" of the document. Within this context, the following section provides a summary of progress to date and next steps.

3.0 Progress to Date & Next Steps

<u>Progress to date</u>

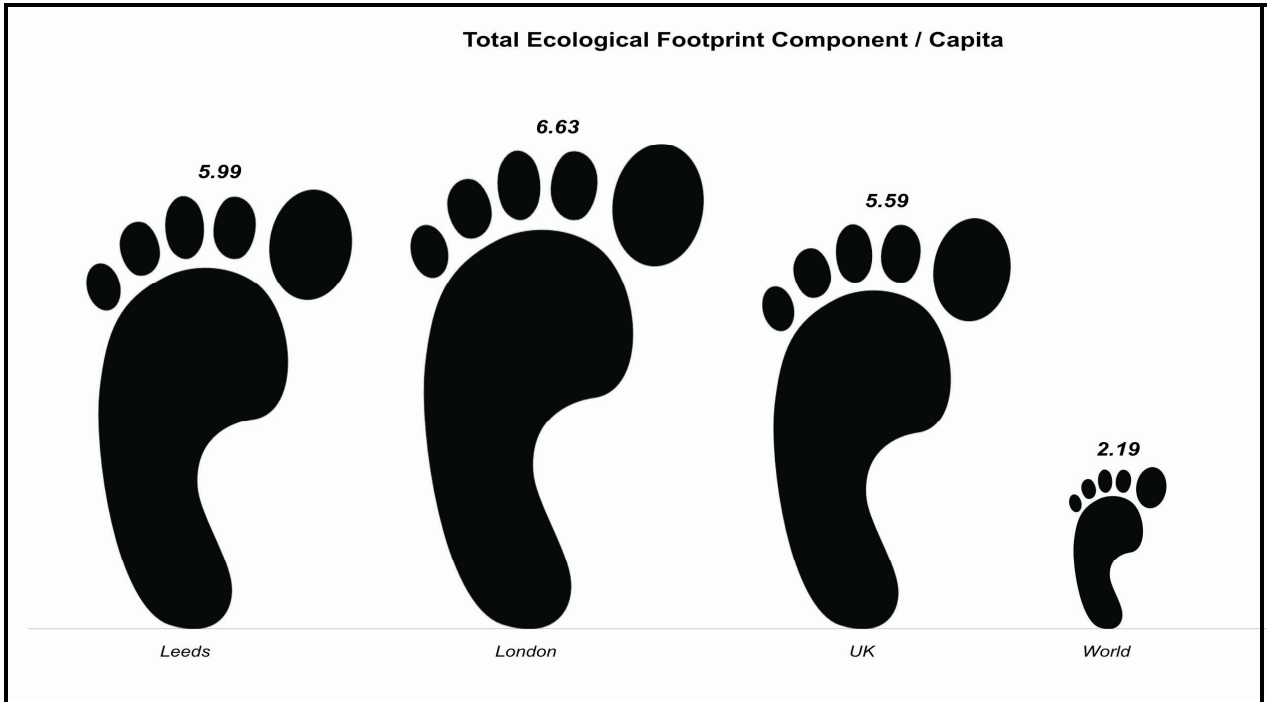
3.1 Members will recall that, the Issues and Alternative Options of the Natural Resources and Waste Development Plan Document (NRWDPD) was presented to Plans Panel in December 2007, along with the evidence base that had been developed at that time:

- A detailed and wide ranging policy review undertaken across a range of sectors (and not solely planning policy);
- The Natural Resource Flow Analysis scoping report;
- Informal consultation to date carried out with stakeholders to inform the issues.

3.2 Following that meeting, work continued on the Natural Resource Flow Analysis and a full report was issued as part of the formal consultation to support the Issues and Alternative Options document. An Ecological Footprint was also developed from this data. A condensed summary of the key issues and findings are shown in the table below.

NATURAL RESOURCE FLOW ANALYSIS AND ECOLOGICAL FOOTPRINT

	LEEDS NOW	POLICY IMPLICATIONS REDUCE	 INCREASE
WASTE	- Below national average waste production - Construction and demolition waste largest tonnage - 2.8% of sewage sludge goes to landfill (0.5% national average)	- Landfill use	- Reuse - Recycling
MINERALS AND AGGREGATES	- Is not self-sufficient - Urban demand higher than rural demand - Use is linked to building demand	- Future pressure on finite resource	- Material efficiency - Reuse construction and demolition waste - Reuse mineral waste (aggregates)
ENERGY	- Imports most of energy - Well below renewable production target - Physical limitations to some technologies (Large scale wind, hydroelectric)	- Future energy demand - Carbon output associated with energy production	- Energy efficiency - Renewable energy production
CLIMATE CHANGE	- Housing and transport greatest contributors to carbon emissions in Leeds - Transport contributes 23% of Leeds personal emissions - CO_2 per person in Leeds (11.52t) is lower than national average (11.87t) but higher food and housing emissions	- Greenhouse gas emissions	- Housing energy efficiency - Change in transport modes and distances
AIR QUALITY	- Monitoring shows that air pollutants do not exceed specific targets - Road vehicle use is increasing - Aircraft movements are increasing	- Future threat to air quality and greenhouse gas emissions by reducing road transport	
WATER RESOURCES	- Water supply to Leeds is from river, reservoir and borehole - Household consumption of water accounts for 75% of the area demand - Consumption per head is 36% higher than the national average - Flooding issues in Leeds are largely due to under capacity in drainage - 83% of city is estimated to have impermeable covering	- Impermeable area - Pressure on drainage system through management of development and use of SUDs etc	- Water efficiency - Ability of future drainage to deal with climate change events
LAND USE	- Land is finite: developed 5%, roads 7%, gardens 11%, greenspace 72% (2005) - Of 55,230ha in Leeds 1,950ha is available for redevelopment of which 180ha is suitable for housing - LCC exceeds brownfield reuse targets - Available space is adequate to meet housing, commercial and biodiversity current aims	- Inappropriate development in flood plain	- Consideration of land value in terms of all designations i.e. landscape and biodiversity value when considering development



The Ecological Footprint of Leeds is 4,217,936 gha equating to 5.99 gha per capita

- Leeds' ecological overshot day is currently the 10th of April each calendar year

(an areas ecological overshoot day is the day of the year on which, if the area was living off only the proportion of the Planet's biocapacity it was entitled to, it would run out of resources)

- Although vastly unsustainable, Leeds is performing in line with National trends
- The resource area that contributes the most heavily to the overall Footprint was Food
- Energy consumption accounts for the second largest section of the Footprint

- Leeds must utilise the natural "interest" that it possesses, in order to maximise sustainability and reduce the overall Footprint (by taking an holistic approach to resource management and using tools such as mixed use land management)

- Increasing renewable energy generation through developing the potential of sources such as wind power or EfW with CHP would reduce the overall Footprint of Leeds

- Yorkshire and Humber have pledged '*To reduce the ecological footprint of Yorkshire and Humber by 25% in 10 years'*.
- The aspiration of Leeds is to reduce its Footprint by 26% by 2020.

3.3 An Initial Sustainability Appraisal (SA) of the objectives and alternative policy options was also completed as part of demonstrating a robust decision making process and in order to promote an integration of social, environmental and economic considerations in the DPD. An SA is a legislative requirement in the preparation of a plan such as this NRWDPD. This appraisal identified the likely effects of each policy alternative option against 22 separate sustainability objectives. The results of this report are matrices of assessment for each alternative option and these were used as a reference document to support the Issues and Alternative Options stage. They do not therefore summarise for presentation. Sustainability Appraisal is an ongoing process and is being carried out in parallel to the development of the Policy Position report.

3.4 A six week consultation effort was progressed in May 2008 on the Issues and Alternative Options. A diverse range of consultation methodologies were employed to engage:

- Statutory consultees (including: Government Office, Environment Agency)
- Internal stakeholders (including: Members)
- External stakeholders (including: Highways Agency, Parish Councils)
- Seldom heard groups (including: Leeds Voice Environmental Forum)
- The general public

3.5 Consultation comprised a wide range of activities and methods. These included: letters, phone calls and meetings, advertisements and press releases, use of website and libraries, drop-in sessions, and supermarket exhibitions. Responses and views were collected via letter, email, notes taken, post-it notes, and questionnaires. Consultation response levels varied between methods and audience; of 349 stakeholders invited to two workshops approximately 9% responded, a normal level of response. Of the 875 questionnaires issued, around 6% were returned completed or with comments. By using supermarkets and other venues with high community footfall, and by capturing comments and notes in different ways, the consultation aimed to be as accessible as possible. The demographics of the respondents (who replied with the information) were predominantly male (over 60%) and 80% were over the age of 40.

3.6 Details of the consultation methodology, the responses, and the lessons that can be learnt for future engagement are all presented in the Consultation Report. All consultation responses have been recorded, however it should be noted that some are not specific to the NRWDPD, but are of more general comment on other Leeds City Council issues. A copy of the full document is appended to Panel Members' agenda papers and can also be obtained from the named clerk on the front of the agenda. The Table below shows some simple, key patterns of response to each topic of the NRWDPD however, it should be noted that consultation responses were detailed and are produced in full as appendices to the Consultation Report.

PATTERNS OF CONSULTEE'S VIEWS FOR THE NRWDPD TOPIC ISSUES AND ALTERNATIVE OPTIONS

	WASTE	MINERALS	ENERGY	WATER, AIR, LAND
MORE OF	- Waste management sites - Waste recycling & reuse & composting	- Aggregate recycling - Materials efficiency	- Renewable energy provision (non-tech specific) - Energy efficiency	- Water efficiency - Reuse of contaminated or brownfield land for development
PROTECT / MANAGE	- Future waste management sites	- Existing mineral extraction - Future mineral viable reserves	- Gas storage locations	- Water quality - Air quality (from development) - Green spaces - Local quality of life in landuse choices
SUSTAINABILITY	- Strategic approach to waste & relationship to RSS /neighbours - Waste transportation / movement - Co location of management facilities	- Mineral transportation method / movement - Post mineral extraction restoration /use		- Drainage + permeable surfaces (flooding and development) - Climate change adaptation - Local biodiversity + landscape
LESS OF (minimise)	- Waste produced - Waste to landfill - Imported waste (future)	- New mineral extraction sites	- High carbon energy generation	

RESPONDEES	- **Statutory Consultees –** YHA, GOYH, Environment Agency, Yorkshire Forward, English Heritage, Natural England, Planning Inspectorate - **Industry Responses –** Cairn Bardon and Aggregate Industries, Lafarge, The Coal Authority, CoalPro - **Written Responses –** Leeds Voice, South Headingley Community Association, Highways Agency, Friends of the Earth, British Waterways - **Public Exhibitions** – Horsforth, Seacroft, Chapel Allerton, St. Johns Centre, Armley, Otley, White Rose Centre, Rothwell, Merrion Centre, Kirkstall, Garforth - **Workshops** – Internal workshop with LCC officers and members and external workshop with statutory and non-statutory consultees

Next Steps

3.7 The information derived from the evidence base and from the consultation results is currently being incorporated in a 'Policy Position' report, which will be presented to a future meeting of the Development Plan Panel for consideration. The report seeks to set out the emerging policy direction LCC propose to adopt on each of the key topics included in the NRWDPD:

- Land Use
- Minerals
- Water Resources
- Air Quality
- Energy
- Waste

3.8 It will be necessary to ensure that the policy responses are targeted to address the implications of the evidence base (including the Natural Resource Flow Analysis) and are integrated. A simplified flow diagram of the policies within the NRWDPD and how they inter-relate is included as Appendix 2. The 'Policy Position' on each aspect of these topics must also be integrated with the positions being developed as part of the Core Strategy and Area Action Plans.

3.9 Upon completion of the 'Policy Position' report and member consideration, this document will be issued for consultation. The Sustainability Appraisal of these policies will also be issued at this time.

3.10 Following analysis of the consultation views received on the report, progress will be made to add policy details and the NRWDPD will be produced in a version for submission. This may happen alongside, or slightly before, the Core Strategy is submitted.

3.11 Within the context of the above the broad timetable to take this work forward is currently as follows:

Consultation on Policy Position document	May 2009
Submission draft Development Plan Document	July / Aug 2009
Consultation on Submission DPD	Dec 09 / Jan 2010
Submit DPD for examination	March / April 2010
Independent Examination	July 2010

4.0 Legal and resource implications

4.1 Once adopted (following Independent Examination), the Natural Resources and Waste Development Plan Document will form part of the Local Development Framework for Leeds.

5.0 Implications for council policy and governance

5.1 None at this stage.

6.0 Conclusions

6.1 This report has provided an overview of progress to date and next steps in relation to the preparation of the NRWDPD. A robust evidence base has been produced and from this

the relevant issues, and the alternative options to address those issues, has been determined. Consultation and engagement has been carried out on this work.

6.2 The conclusions of this work and the results of the consultation have been used to prepare a document on the policy position of the Natural Resources and Waste Development Plan Document. The preparation of a detailed DPD is a very complex process and must seamlessly integrate with the other documents in the LDF. Continued work is therefore necessary to complete, and where necessary review, the work currently underway to ensure that the emerging document is both sustainable and can be evaluated as sound.

7.0 Recommendations

7.1 The Development Plan Panel is asked to note the progress and next steps in relation to the preparation of the LDF Natural Resources and Waste Development Plan Document and the next stages in production of the policy position and submission drafts.

Background Papers

There are no Background Papers relating to this report.