



Minerals and Waste Joint Plan

# Identification of potential locations for waste management facilities

July 2015

## 1 Introduction

- 1.1 North Yorkshire County Council, the City of York Council and the North York Moors National Park Authority are producing a Joint Minerals and Waste Plan (MWJP). The role of the Plan is to help guide future minerals and waste related development in the area by setting out when, where and how much development should take place.
- 1.2 In order to help support delivery of the objectives of the MWJP it is intended that specific sites will be identified where waste development will be considered acceptable in principle. Through a 'call for sites' exercise a number of sites have been submitted by developers for consideration in the MWJP. The initial submissions were presented for comment in the Issues and Options consultation document (February 2014). Additional sites were submitted in response to the Issues and Options consultation and these were provided for comment in the Supplementary Sites consultation document (January 2015). All the sites have been assessed in line with the Site Identification and Assessment Methodology, which is available to view at <http://www.northyorks.gov.uk/article/26220/Site-and-area-assessment>. Site information and maps along with justification as to why the site has either been selected or discounted are available in Appendix 1 to the Preferred Options consultation document.
- 1.3 Notwithstanding, it is important that the Plan has taken adequate account of the potential of the area to meet the required capacity anticipated over the plan period and can demonstrate a degree of flexibility should the waste industry wish to bring forward additional development consistent with the strategic approach in the Plan, or acceptable proposals for development of allocated sites do not come forward. As only a limited number of sites were submitted during the 'call for sites' process, Fairhurst and Partners were commissioned to identify potentially suitable locations for the provision of additional capacity over the plan period. Full details of the project are available on [www.northyorks.gov.uk/mwevidence](http://www.northyorks.gov.uk/mwevidence). The main focus of the work was not to identify sites specifically for allocation in the Plan but to identify a range of locations which are generally consistent with the emerging strategic policies in the Plan, as well as relevant national planning policy. This is in order to help demonstrate availability of a range of suitable locations within which waste development could be brought forward if necessary or in response to market pressures.
- 1.4 Focusing on existing and proposed industrial and employment sites, the project initially identified 108 locations as being potentially suitable. 11 of the locations were subsequently removed as they had been submitted by operators through the call for sites process, leaving a short list of 97 locations within the Joint Plan area.
- 1.5 The additional work, summarised in this Paper, has been undertaken by NYCC on behalf of the Joint Plan authorities and seeks to further assess the suitability of the potential locations in line with the emerging principles in the MWJP.

## 2 Consideration of sites against Local and National Policy

2.1 Section 4 of the National Planning Policy for Waste (2014) concerns the identification of sites or areas in Local Plans. Section 5 sets out a number of criteria for assessing the suitability of proposed sites or areas. The criteria for assessment include:

- The extent to which the site or area will support the other policies set out in the national planning policy for waste;
- Physical and environmental constraints on development, including existing and proposed neighbouring land uses, and having regard to factors in Appendix B to the appropriate level of detail needed to prepare the Local Plan;
- The capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport; and
- The cumulative impact of existing and proposed waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential.

2.2 Appendix B identifies the locational criteria which should be used in testing the suitability of sites and areas in the preparation of Local Plans and in determining planning applications.

2.3 In terms of local policy in the Preferred Options consultation document, policies W10 and W11 identify the preferred policy approach for the identification of new or additional waste management facilities. Together these policies set the framework within which to consider potential new sites.

2.4 Draft policy W10 encourages the provision of smaller waste management facilities to be located within or near to the main settlements. For the more rural parts of the plan area sites should be located near to the markets they serve. Larger, or more specialised facilities should be located where overall transport impacts would be minimised.

2.5 Draft policy W11 considers the approach to the specific types of sites that should be considered suitable in principle for waste management uses, providing a basis to help identify suitable site allocations, as well as help with decisions on planning applications for new waste facilities.

2.6 During the project undertaken by Fairhurst, information on a number of 'judgement based constraints' was gathered. Taking into account the principles identified in draft Policy W10 and W11, and using the information gathered it was considered appropriate for the purposes of undertaking this additional work, and to help gain a better understanding of the suitability of the 97 shortlisted locations, to review them in more detail in relation to the following criteria:

### *Sensitivity and proximity of neighbouring uses*

Locations were considered in relation to impact upon local amenity and proximity to neighbouring uses, including residential properties, offices, schools, hotels and

visitor attractions. Locations which were identified to be within less than 10m proximity to residential properties were discounted.

*Development on site*

Those which are located on land such as land allocated for development (e.g. for employment uses) but where the land has not yet been developed were discounted.

*Character of location- potential land use conflict*

Although it is anticipated that most industrial estates will be suitable for new or enhanced waste management facilities, it was considered that some employment locations can vary in nature and include predominantly business or retail units which may be less compatible with waste development. Therefore an assessment was undertaken of the nature of the surrounding development and of its potential compatibility with waste facilities. Each location was allocated a score between 2 and 6, with 6 indicating that the neighbouring uses are compatible with waste developments, and 2 being least compatible. Those which scored 2 were deemed to be incompatible and were discounted.

*Proximity to sources of waste arisings*

There is likely to be a general correlation between sources of arisings of waste and population distribution. It is considered appropriate to locate facilities as close to sources of arisings as practicable therefore locations in an area with a population density of less than 0.5 persons per hectare were discounted.

2.7 By assessing the 97 initially shortlisted locations against these criteria and discounting those which fell within these discounted categories a total of 33 remaining locations were identified. Some of these are composite sites, which are located in a broadly similar location (the same business park or industrial estate) but are in their own right separate locations, or individually identified sites adjacent to each other which could provide some flexibility in terms of the possible land take depending upon the nature of the required facility. The 33 locations are shown in the following table, using referencing from the original study by Fairhurst. Plans showing their location and boundaries are shown in appendix 1.

Craven	Harrogate	Selby	Richmond	Ryedale	North York Moors National Park	York	Scarborough
CRAV 2	HAR 2	SEL 1	RICH 1	RYE 3	NYMNP 2	YOR 1	SCAR 11
CRAV 1	HAR 9	SEL 2	RICH 3	RYE 9		YOR 2	SCAR 12
	HAR 11	SEL 5	RICH 5			YOR 4	SCAR 13
		SEL 7				YOR 5	SCAR 17
		SEL 9				YOR 6	SCAR 25
		SEL 12				YOR 7	SCAR 30
						YOR 9	SCAR 31
						YOR 10	SCAR 32

Table 1 - Potential locations



2.8 This exercise has identified a wide geographical distribution of locations across the plan area. However it should be noted that no potential locations in Hambleton District have been identified during this process. The geographical distribution of the identified locations is shown below:

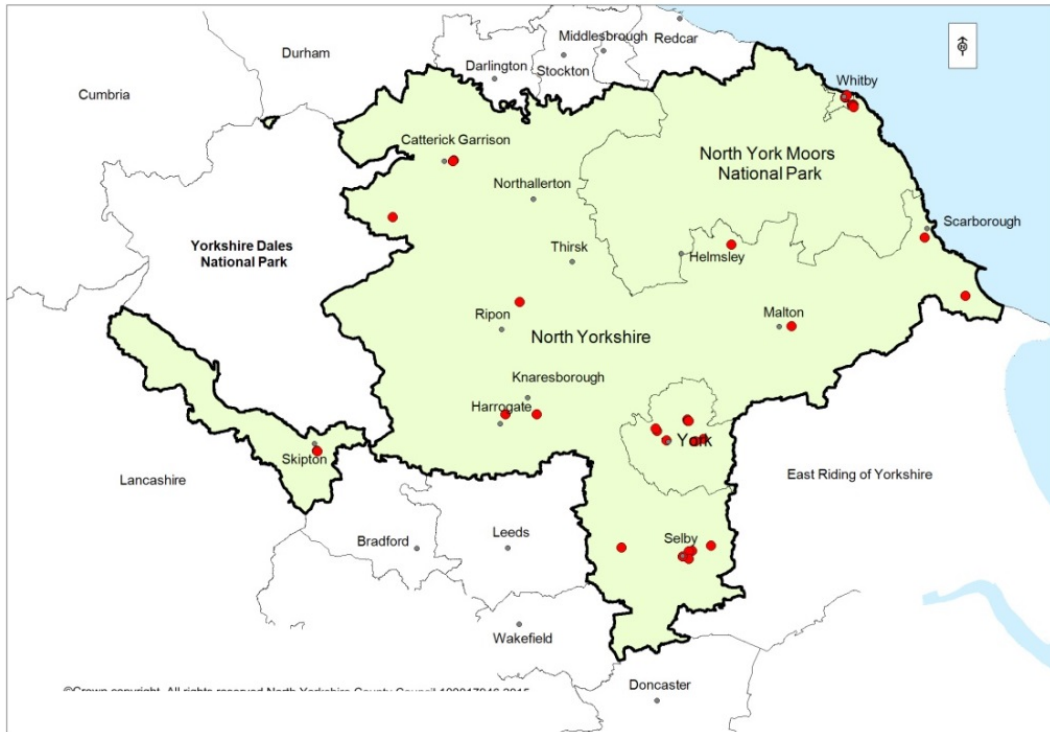


Figure 1- Distribution of identified locations

2.9 Although meeting the specific criteria, YOR 9 and Scar 32 have additionally been excluded following further review as it was considered that other aspects of the location would make them unrealistic sites for future waste management facilities. Plans showing these discounted sites are contained in appendix 2.

2.10 Draft policy W10 of the Minerals and Waste Joint Plan (Preferred Options) identifies locational criteria for new waste management facilities. Draft policy W10 encourages the provision of smaller waste management facilities to be located within or near to the main settlements. An assessment of the locations was undertaken in relation to proximity to major settlements. Figure 2 below shows the main settlements within the Plan area with a 5km radius. The majority of the sites fall within, or overlap, the boundary of these radii although five of the sites do not. A limitation of this exercise is that the radii are taken from a single point representing the centre of each settlement, rather than settlement boundaries. This is particularly relevant for the larger settlements including York, Harrogate and Scarborough. With that in mind a further exercise was carried out to extend each radius to 10km, which reduced the number of sites falling wholly outside the radii to four (see Figure 3 below).

2.11 This suggests that the large majority of the locations considered are likely to be broadly compliant with the overall location policy for waste facilities, as set out in the draft Plan, giving further confidence as to their potential suitability.

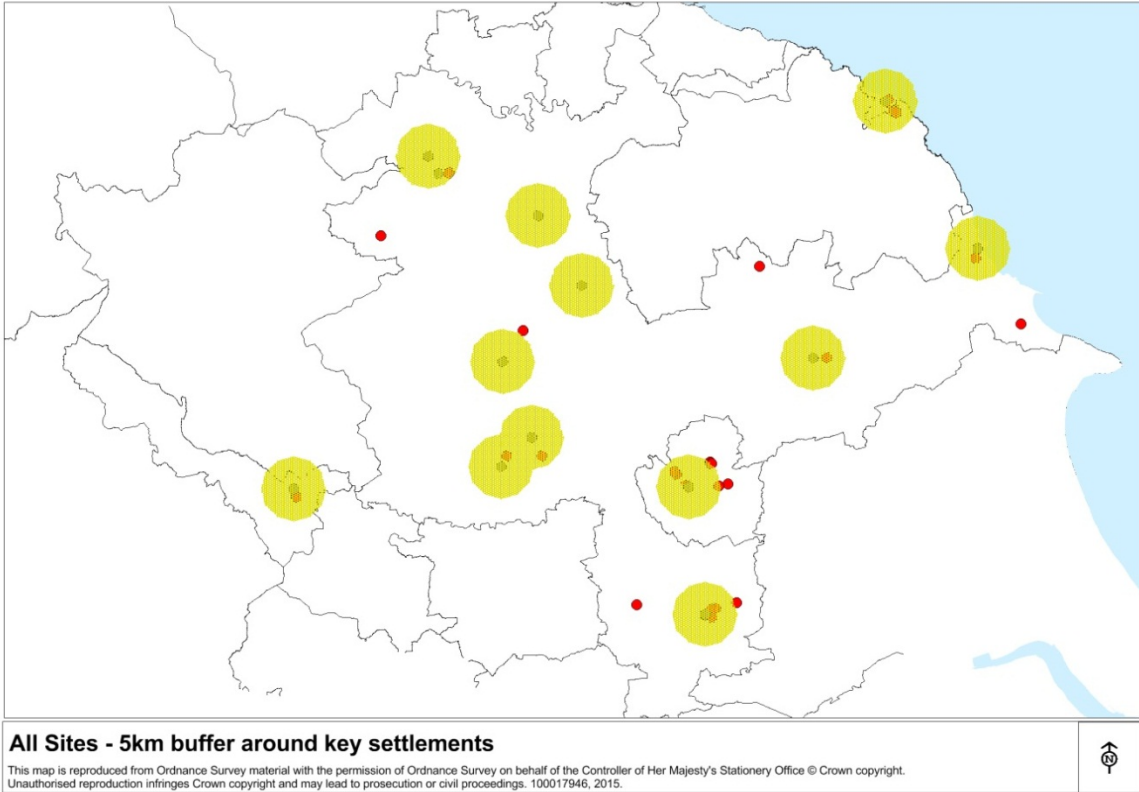


Figure 2 - 5km buffer to main settlements

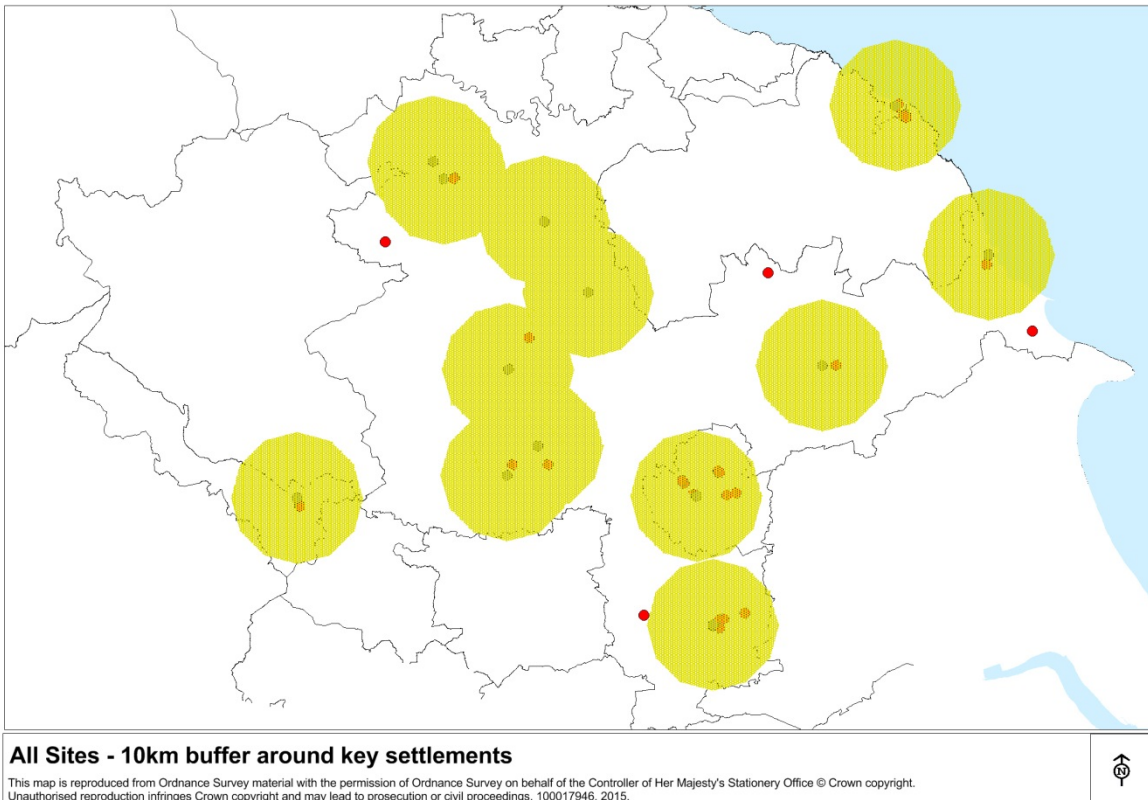


Figure 3 - 10km buffer to main settlements

### 3. Site visit

- 3.1 In order to gain a better understanding of the potential range of locations available and provide an overview of the wider context of the locations it was considered important to undertake site visits.
- 3.2 The site visits aimed to assess the locations against the sites identification criteria within the Minerals and Waste Joint Plan Preferred Options Document with the view to assess the compatibility of the sites within the context of the plan. As a result 7 sites were considered to be unsuitable for potential waste developments, due to factors such as access and proximity to incompatible development, and therefore have been removed from the list. The remaining locations are identified in table 2 below.

Craven	Harrogate	Selby	Richmond	Ryedale	North York Moors National Park	York	Scarborough
CRAV 2	HAR 2	SEL 1	RICH 1	RYE 3	NYMNP 2	YOR 1	SCAR 11
CRAV 1	HAR 9	SEL 5	RICH 5			YOR 2	SCAR 12
		SEL 7				YOR 4	SCAR 13
		SEL 12				YOR 5	SCAR 17
						YOR 6	SCAR 25
						YOR 7	
						YOR 10	

Table 2: potential locations remaining following site visits.

- 3.3 It should be noted that NYMNP2, SCAR 11, SCAR 12 and SCAR 13 are all located in close proximity to each other, in some cases adjacent boundaries exist. It would be important that if any future waste capacity need is identified in this area that these locations should be considered as a whole to ensure that the most appropriate site location can be identified.
- 3.4 A common observation related to the sites was the fact that the locations often included excessively large areas and therefore the potential for the site in terms of potential capacity is high. However, it is considered unlikely that the whole of such areas is likely to become available and therefore in many cases the sites have continued forward but on the basis that the actual area developed would be much smaller, with a corresponding reduction in the potential capacity available.

### 4 Assessment of potential facility types and available capacity

- 4.1 In order to establish what types of waste management facilities the remaining 24 locations could potentially provide, it was necessary to identify a framework within which to base assumptions. A review of available sources of information identified the *Planning for waste Management Facilities: A research Study ODPM (2004)*.
- 4.2 The ODPM study describes the characteristics of a range of different waste management facility types, including the typical land take of the different facility types. A summary of the broad categories identified by the report are shown in the table below.

Site Area (hectares)	Facility type	Category (as defined by NYCC for the purposes of this work)
<0.5	Small scale facilities Small scale Anaerobic digestion	A
0.5- 1	Waste Transfer Anaerobic Digestion	B
1-2	Processing of Recyclables Mixed Waste Processing Pyrolysis/Gasification Small Scale Thermal Treatment	C
2-5	Large Scale Thermal Treatment	D

Table 3 - Facility types and site areas (based on ODPM 2004 study)

- 4.3 This information can assist with identifying the broad types of facility which could be accommodated in the identified locations, subject to more detailed assessment of suitability and constraints.
- 4.4 However, when considering the potential capacity that could be delivered at each location identified, it was considered that the scale of facilities discussed within the ODPM document would be likely to exceed typical requirements for the Plan area, where a greater emphasis on relatively small scale facilities is considered more realistic. Therefore, in order to provide a more representative assumption about the amount of capacity that could be provided at the locations considered in the Fairhurst study, a review of previous waste planning applications submitted to NYCC was undertaken. This was in order to identify hypothetical capacity thresholds based on the capacity and land take of actual proposals in previous applications in this area. The results of this review are summarised in the following Table.

Site Area (hectare)	Hypothetical potential Capacity (thousand tonnes)
<0.1	0-10
>0.1<0.5	10-25
>0.5-1	25-50
>1-2	50-100
>2	100+

Table 4 - Site area and capacity ranges based on NYCC planning applications

- 4.5 Taking into account the information summarised in Table 4, Table 5 below indicates hypothetical capacity at each location identified, in Table 2, and the broad types and scale of facility that may be capable of being accommodated. These are not intended to be a definitive statement of potential capacity, or range of suitable uses, but provide an indication of how the locations considered could contribute to overall delivery of waste management capacity. It should also be noted that the table only considers hypothetical capacity in relation to site area and for the four broad categories identified in Table 3. Other location specific considerations could limit the suitability of sites for particular uses, particularly for large scale facilities for thermal treatment as an example, and more detailed environmental and other investigations would be needed before any part of the location could be confirmed as being suitable for development.

Ref	Name and Broad Location	Area (Ha)	Hypothetical capacity (thousand tonnes )	Category (see Table 2, column 3)
CRAV 2	Snaygill Adult Training Centre, Keighley Road, Snaygill Industrial Estate	0.49	10-25	A,B
CRAV 1	Former petrol filling station, Keighley Road, Snaygill Industrial Estate	0.22	10-25	A
HAR 2	Claro Park, Harrogate	8.7	100+	A,B,C and D
HAR 9	Melmerby Business Park, Nr Melmerby	5.8	100+	A,B,C and D
SEL 1	Magazine Farm	2.08	100+	A,B,C and D
SEL 5	Depot and Silos Barlby	1.4	50-100	A, B and C
SEL 7	Former Tate & Lyle Depot	0.97	25-50	A and B
SEL 12	Land at Sherburn Enterprise Park	2.35	100+	A,B, C and D
NYMNP 2	Whitby Business Park	11.7	100+	A,B, C and D
RICH 1	Former Water Authority Site, Brompton on Swale	0.7	25-50	A and B
RICH 5	North of Harmby Rd	1.9	50-100	A, B and C
RYE 3	Land to West of Kirkby Mills Industrial Estate Kirkbymoorside	3.73	100+	A, B, C and D
SCAR 11	Whitby Business Park, Cholmley Way, Whitby	3.55	100+	A, B, C and D
SCAR 12	Whitby Business Park, Enterprise Way, Whitby	4.41	100+	A, B, C and D
SCAR 13	Whitby Business Park, Fairfield Way, Whitby	4.47	100+	A, B, C and D
SCAR 17	Hunmanby Industrial Estate, Filey	8.18	100+	A, B, C and D
SCAR 25	Queen Margaret's Industrial Estate	5.58	100+	A, B, C and D
YOR 1	Land Forming South East of York Business Park	6.01	100+	A, B, C and D
YOR 2	Land North of Great North Way, York Business Park Standard	6.12	100+	A, B, C and D
YOR 4	Land south East of Murton Industrial Estate, Murton Standard	0.47	10-25	A
YOR 5	North of Monks Cross, Huntington Premier	19.75	100+	A, B, C and D
YOR 6	Omega 1, Monks Cross, Huntington	1.04	50-100	A, B and C
YOR 7	Osbalwick Link Road Osbalwick	3.71	100+	A, B, C and D
YOR 10	Adjacent to Norwich Union, Monks Cross, Huntington	1.61	50-100	A, B and C

Table 5 - Identified locations with theoretical capacity and capacity types

4.6 The table below summaries the potential capacity ranges available by District/unitary authority area, with an indication of the range of capacity types that could be delivered, subject to the caveats in paragraph 4.5 above.

Area	Potential Total Capacity (thousand tonnes)	Potential Facility type
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Craven	20-50	A and B
Harrogate	200+	A, B, C and D
Hambleton	None	N/A
Selby	275-350+	A, B, C and D
Scarborough	500+	A, B, C and D
North York Moors National Park	100+	A, B, C and D
Ryedale	100+	A, B, C and D
Richmond	75-150	A, B and C
York	510-625+	A, B, C and D

Table 6 - Summary of potential capacity ranges by location

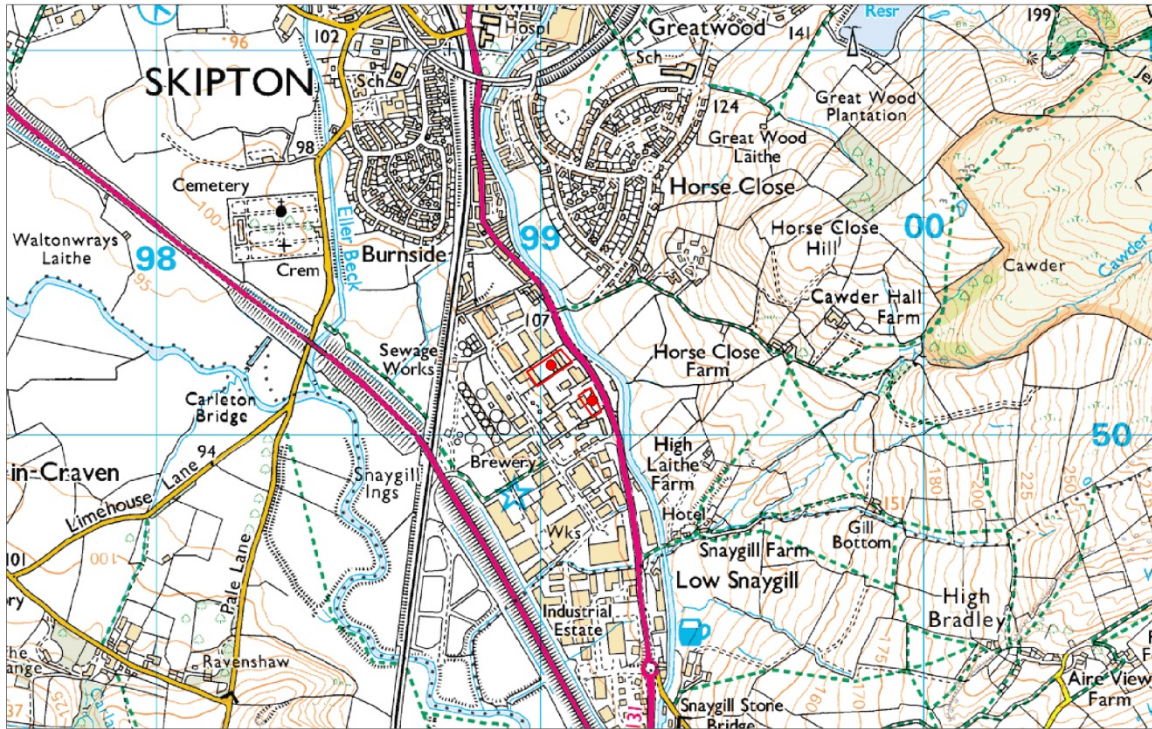
## 5 Conclusions

- 5.1 Overall, the analysis suggests that there are a number of locations within the Joint Plan area with the potential to provide significant cumulative capacity for a range of facility types and at a range of different scales, in addition to capacity which could be delivered at sites it is intended to allocate in the Joint Plan for waste development. The combined theoretical capacity indicated in Table 6 above suggests there could be potential to deliver around 2mt of waste management capacity in addition to allocated sites. Whilst there are a range of uncertainties about the specific scale, capacity and capacity types that could be delivered at the locations identified in this study, it suggests that there is likely to be significant potential in the area to deliver additional capacity if needed and in order to provide a degree of flexibility in provision.
- 5.2 A recent study<sup>1</sup> into future capacity requirements for the Plan area over the plan period and review of current proposed site allocations suggests that adequate capacity is likely to be available within existing sites and proposed allocations. Therefore, implementation of the Plan is not expected to be dependent upon the additional sites identified in this study. Nonetheless, the study has helped demonstrate that there is likely to be potential for further capacity, beyond that proposed for allocation in the Plan, to be brought forward if necessary. It is recognised that these sites could help provide an element of flexibility in terms of the geographical distribution of waste management facilities and to the objective of moving towards a position of net self-sufficiency in capacity for management of waste.

<sup>1</sup> Waste Arisings and Capacity Addendum Report (Urban Vision, 2015)

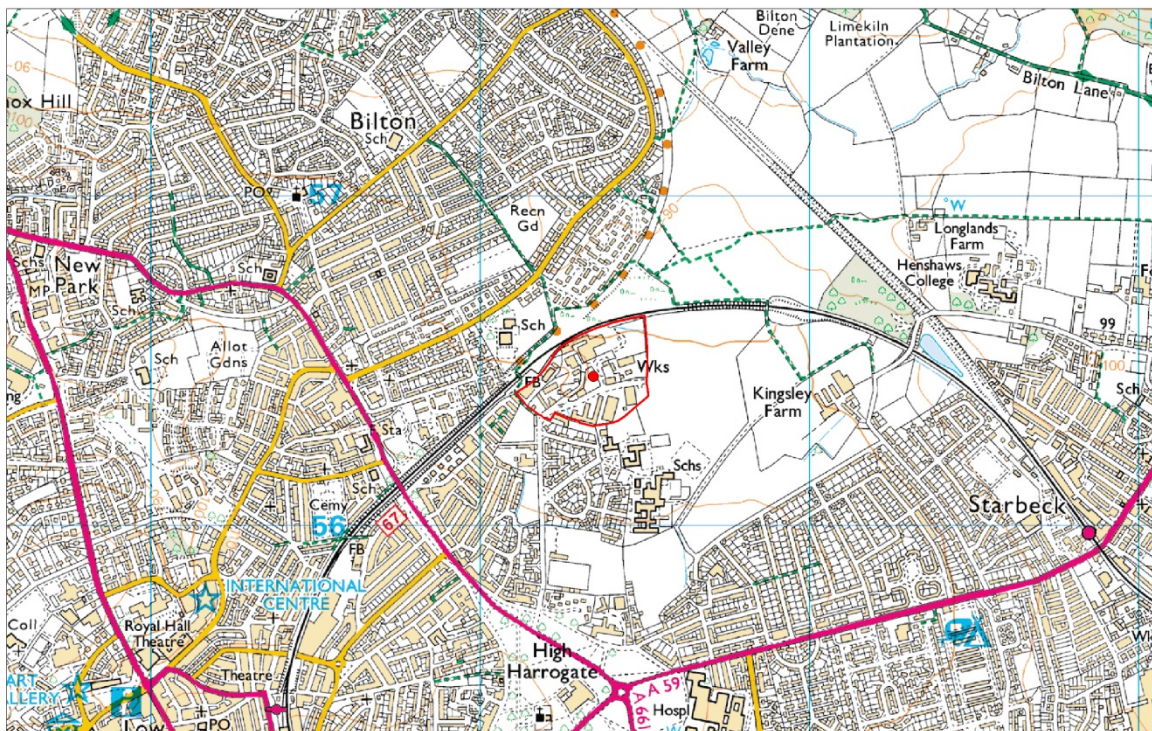


## Appendix 1- Location Plans



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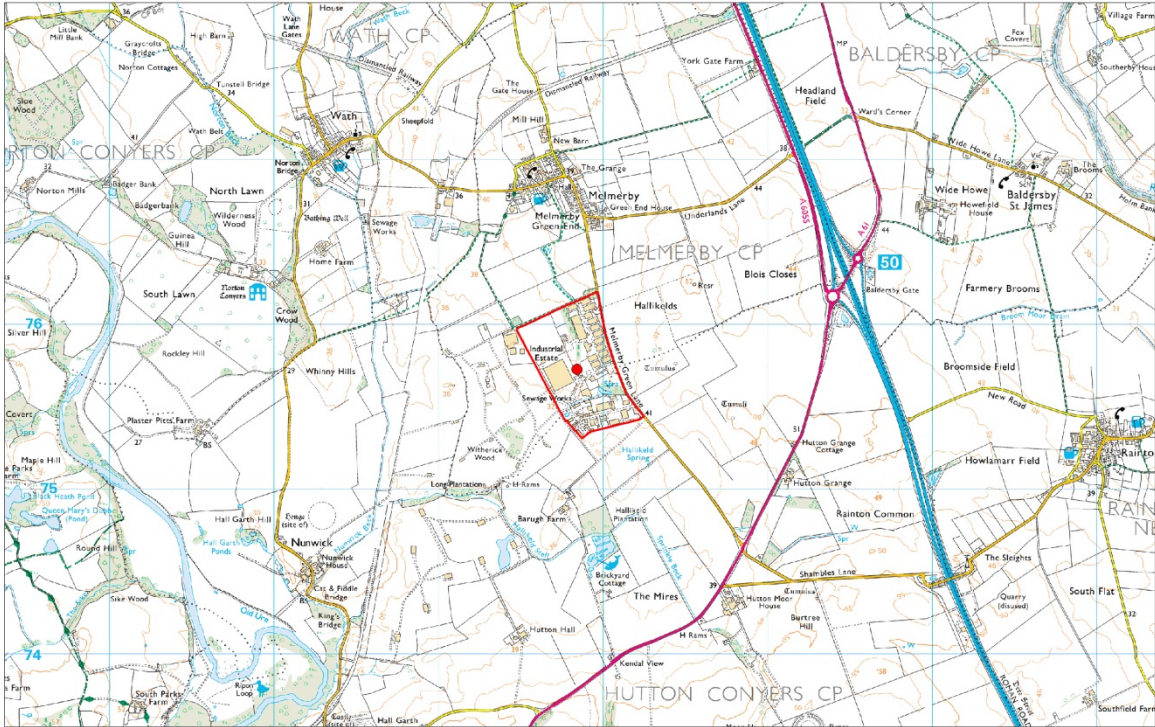
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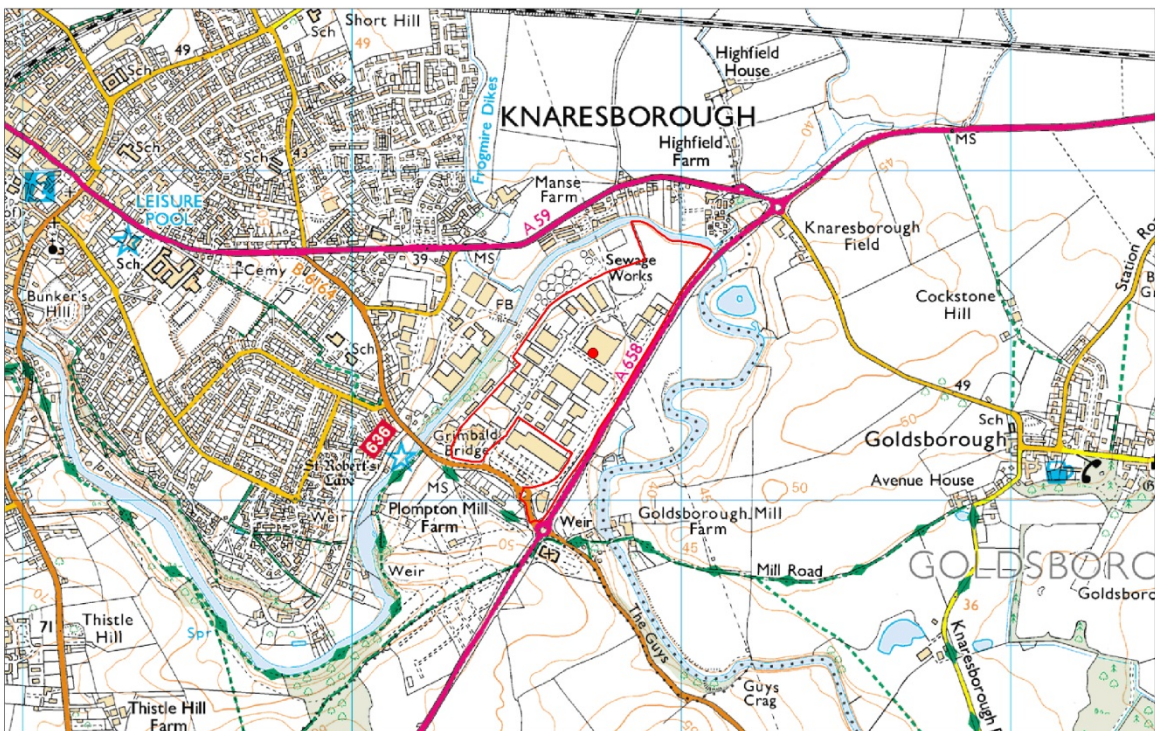


Identification of potential locations for waste management sites



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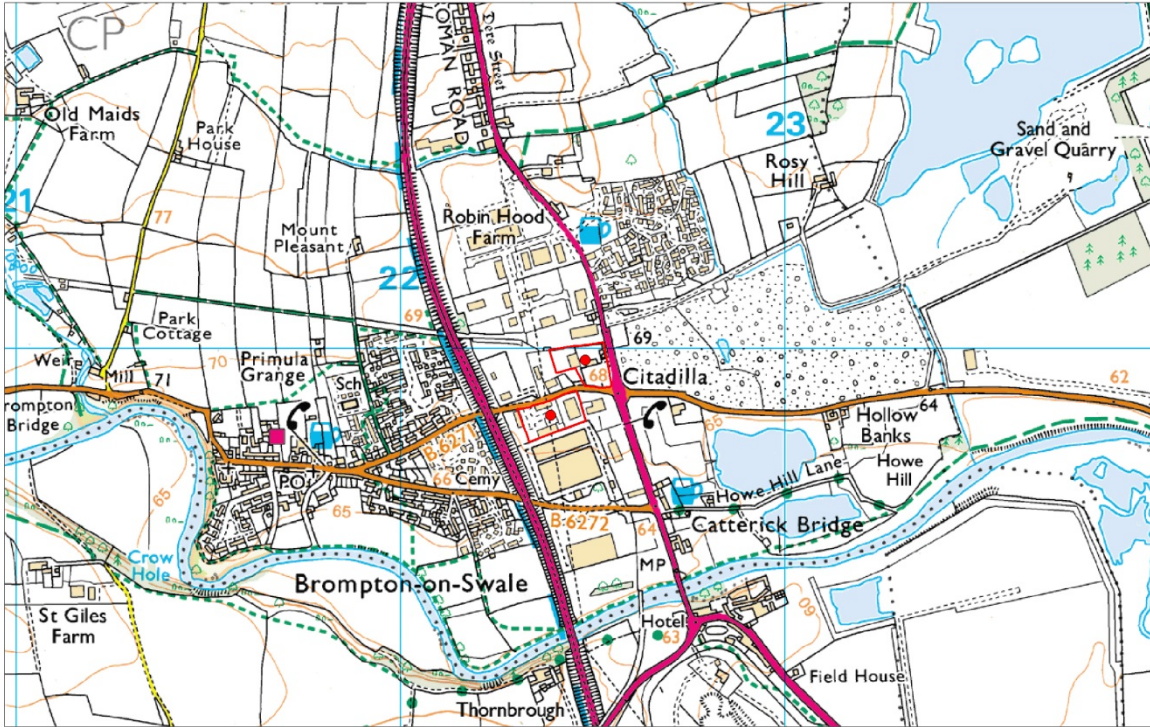


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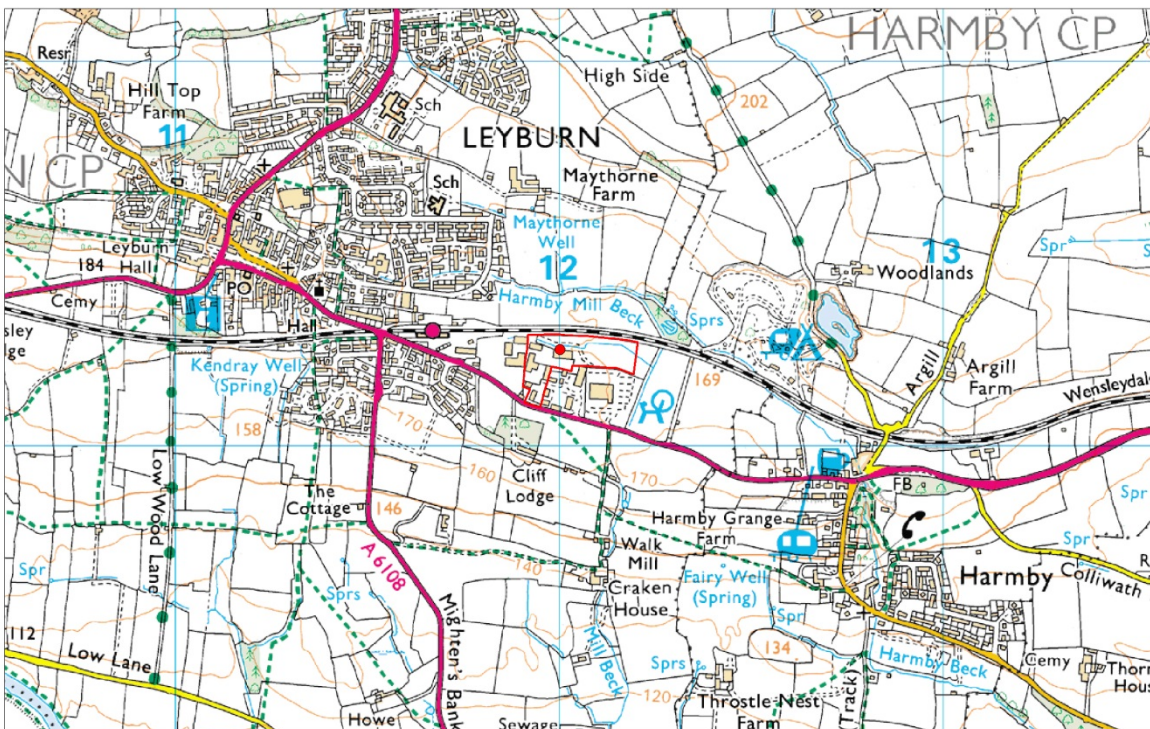






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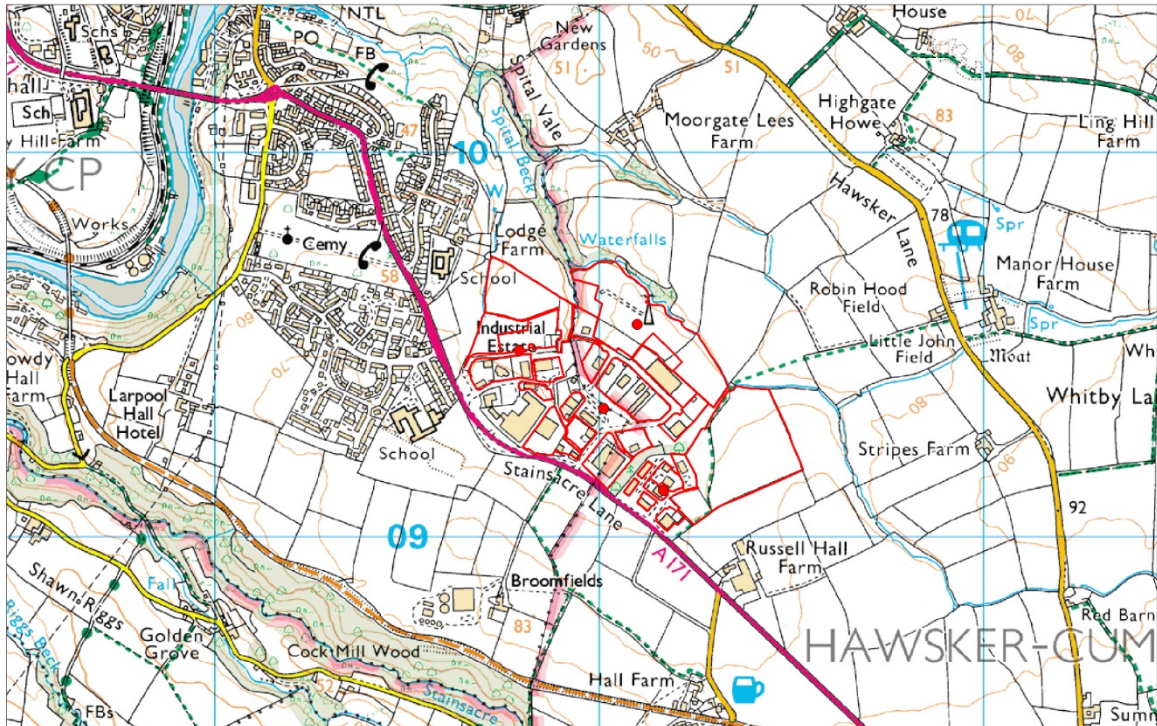


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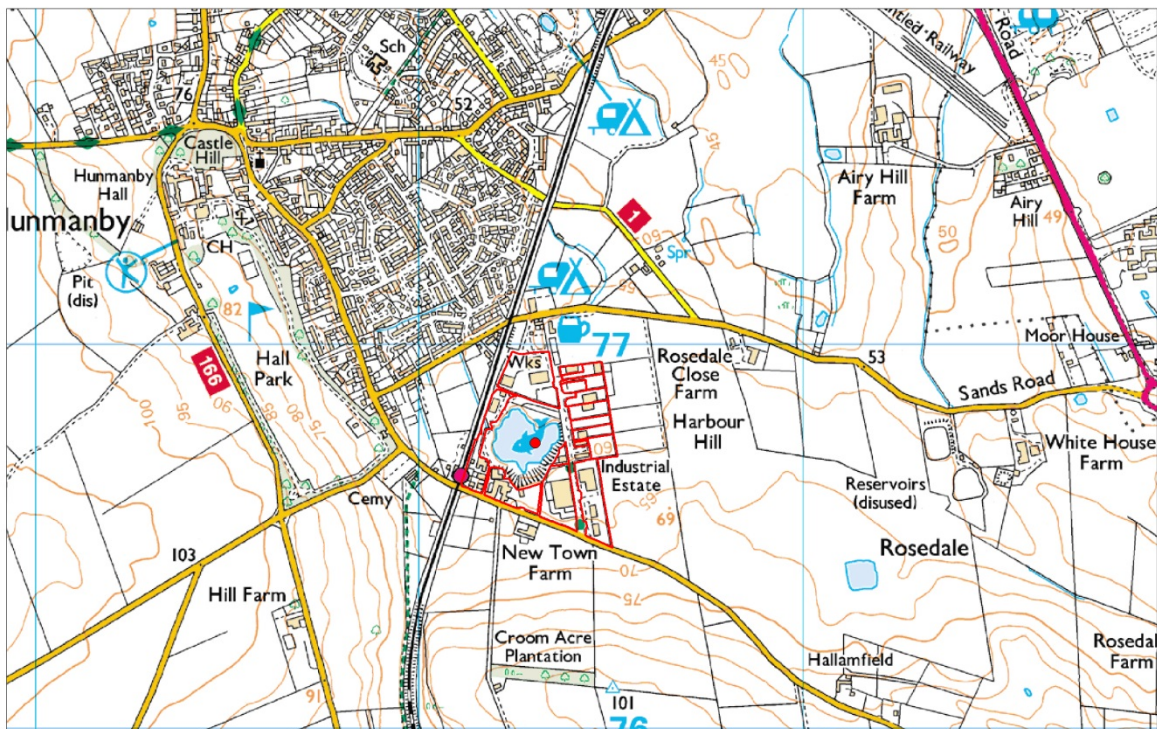






**Site Ref: SCAR 11, SCAR 12, SCAR 13 and NYM 2**

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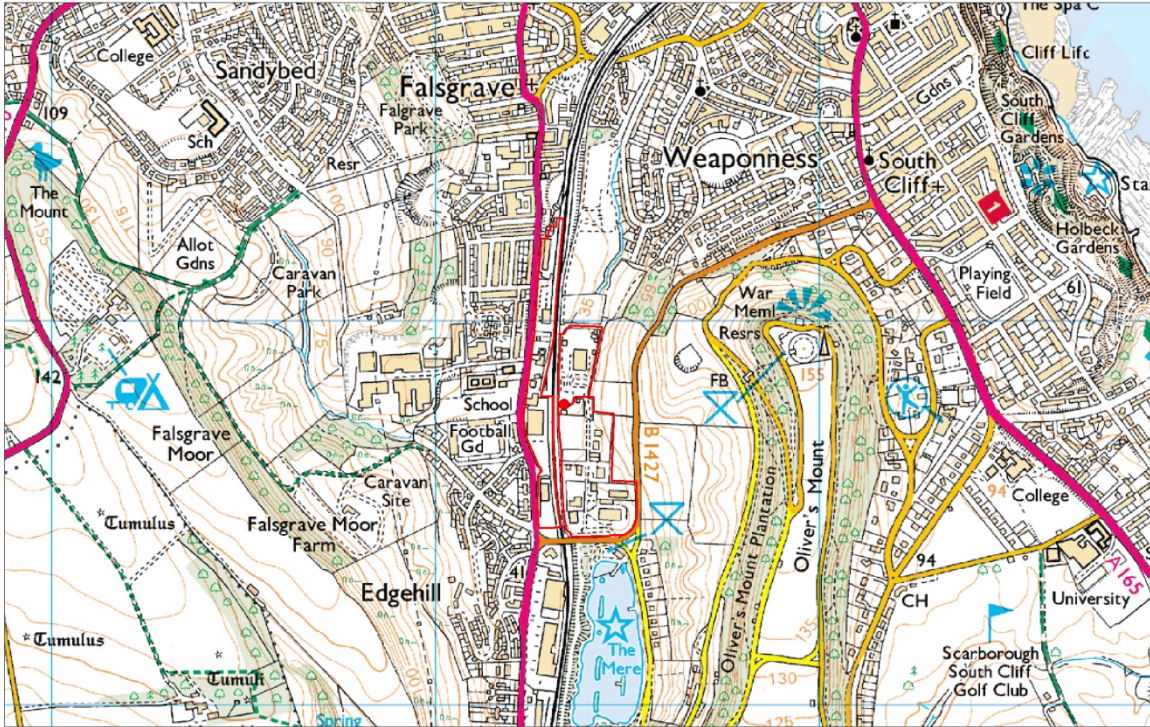


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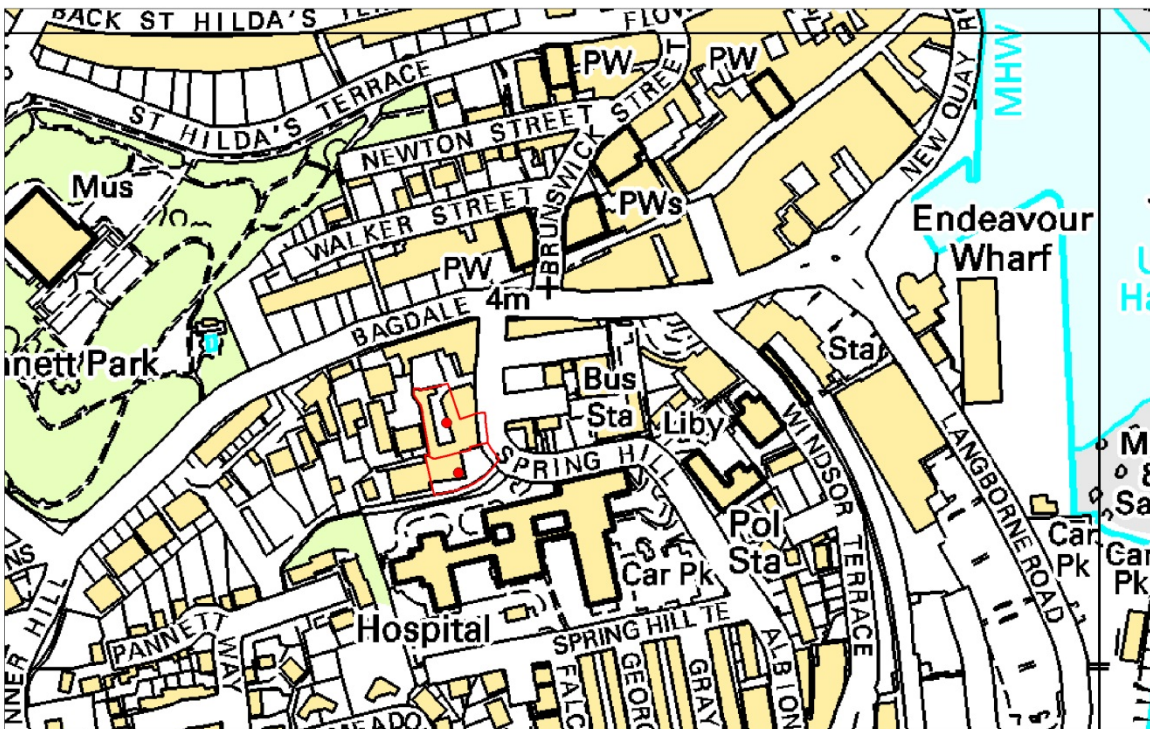






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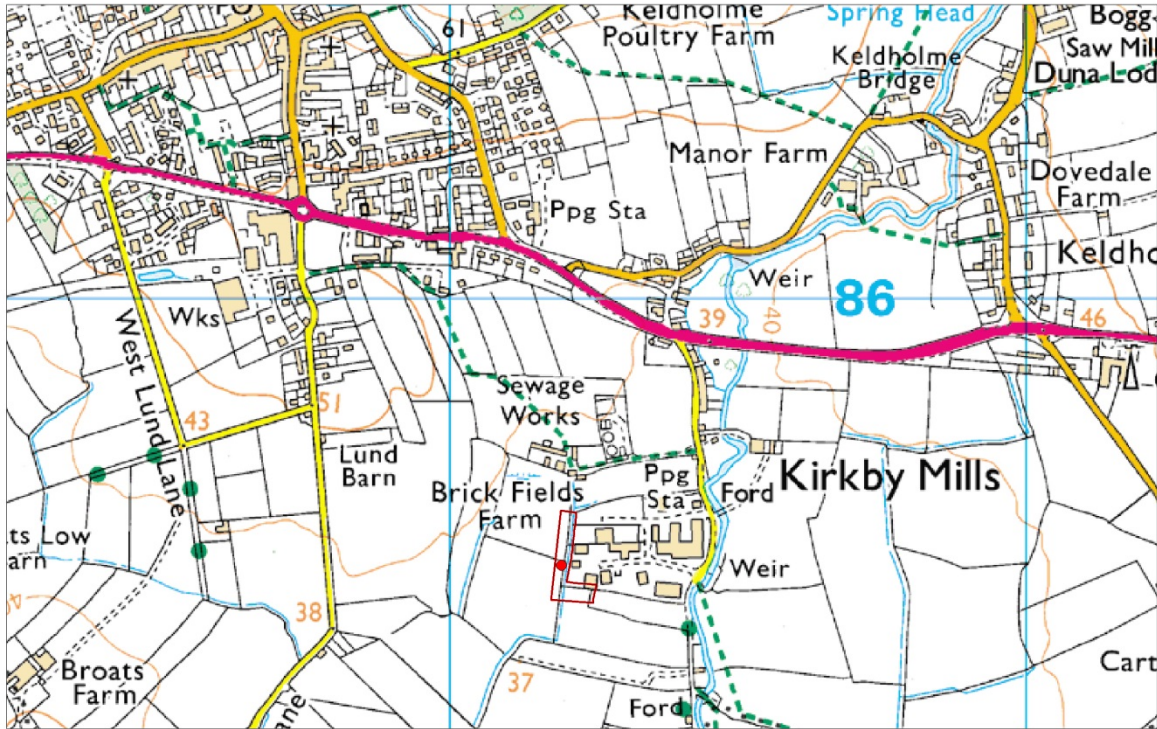


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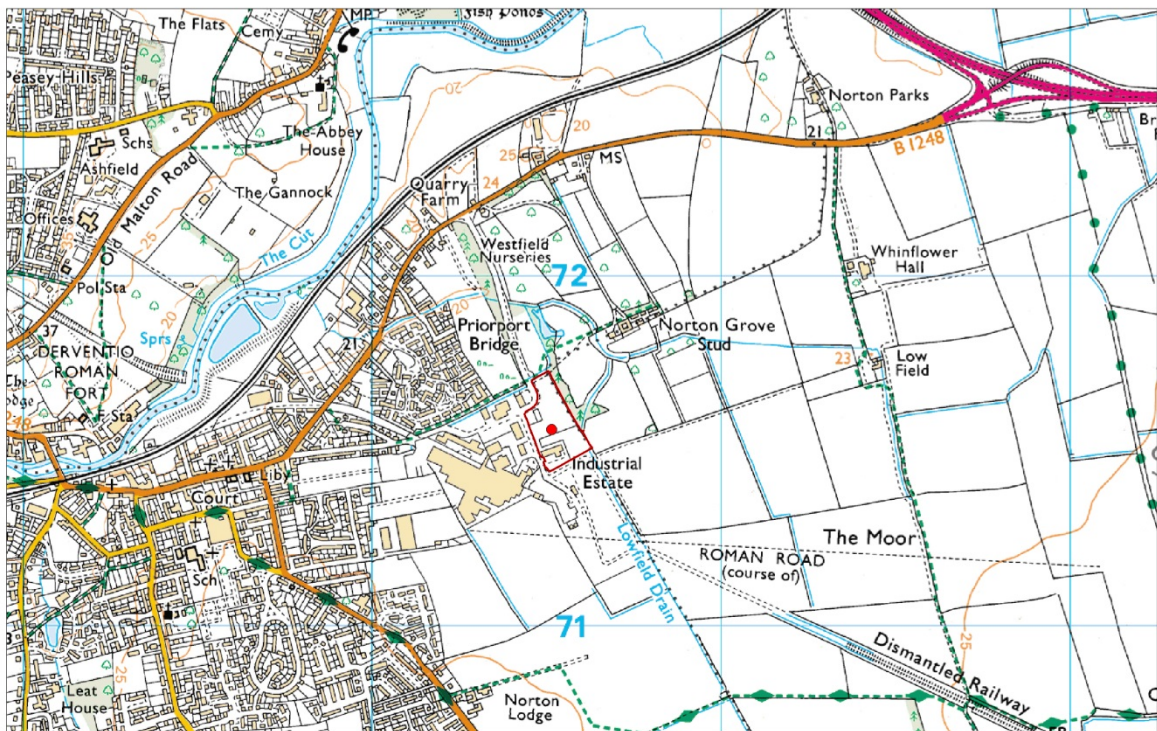






**RYE 3 Land to West Kirby Mills Industrial Estate**

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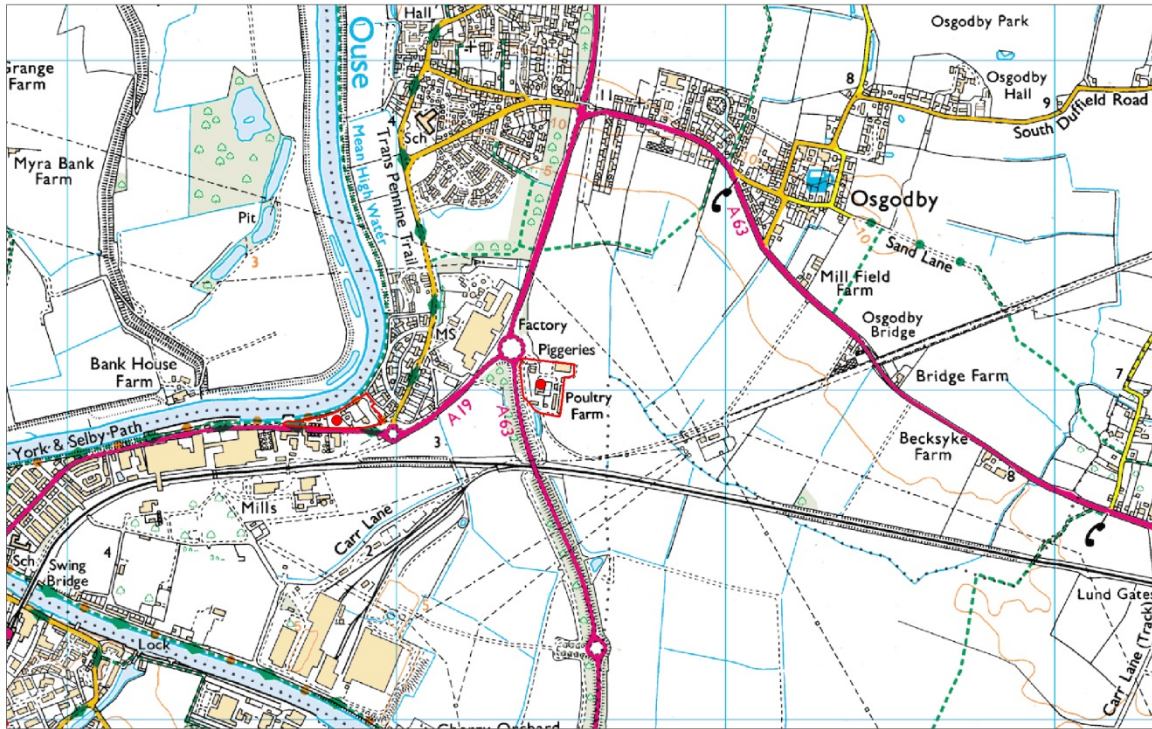


**RYE 9 Land East of Hugden Way**

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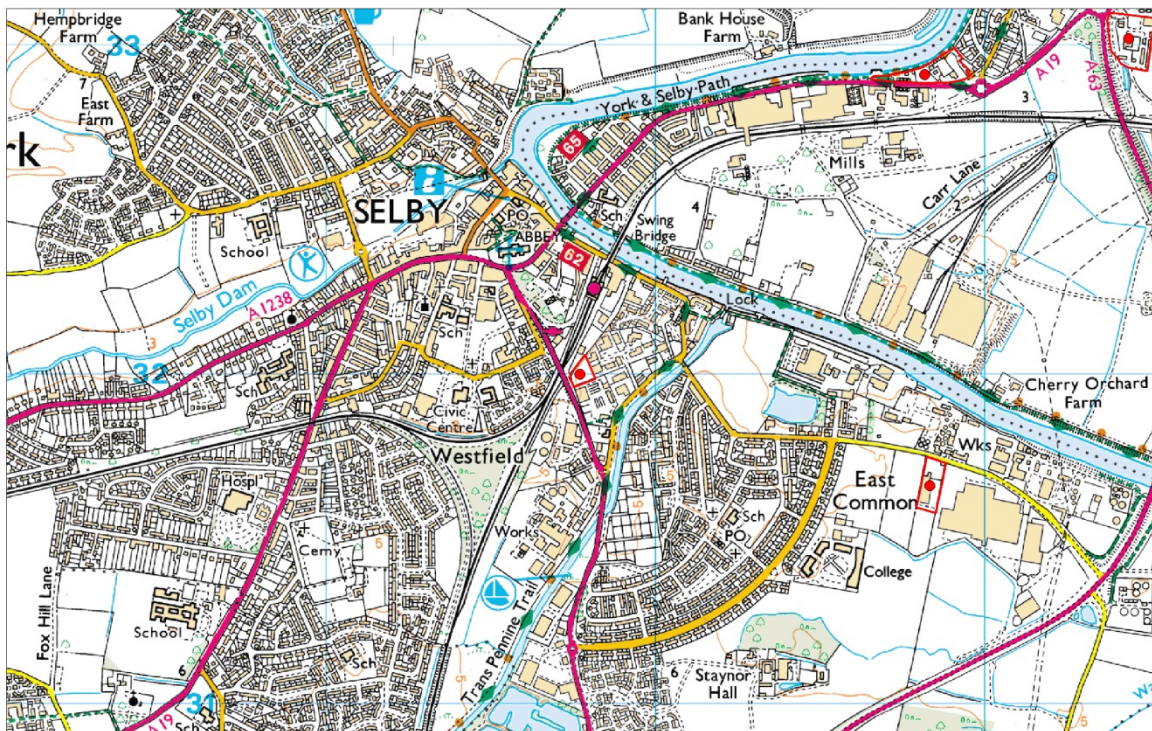






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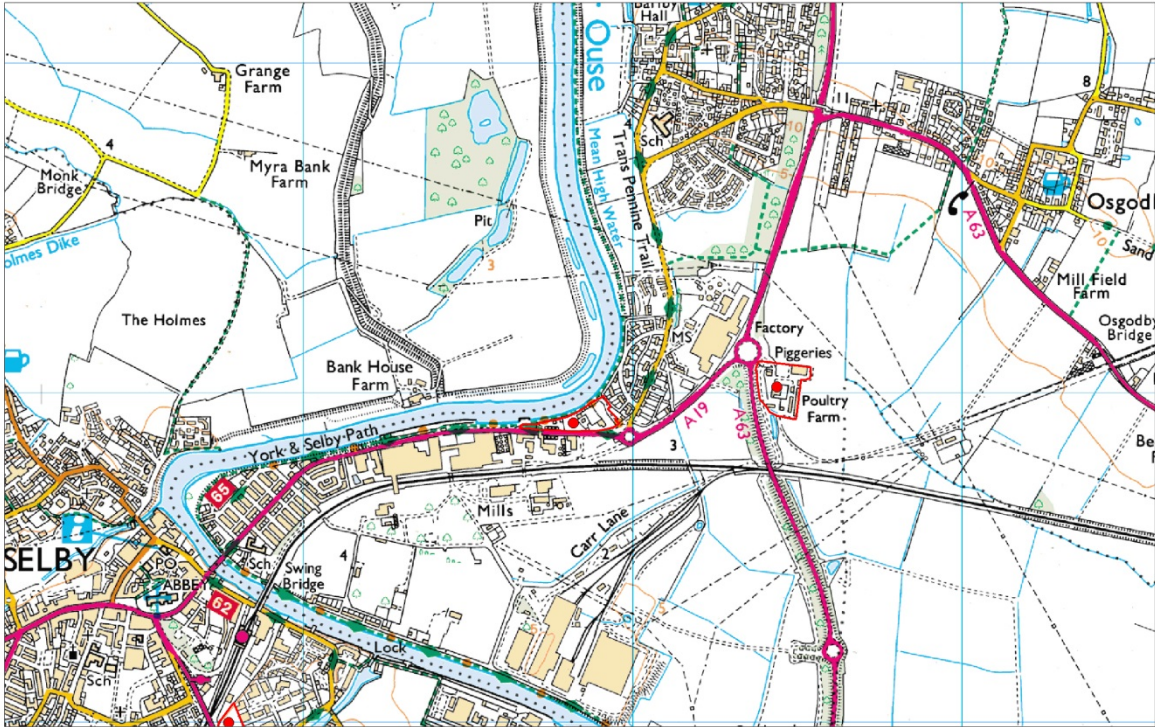


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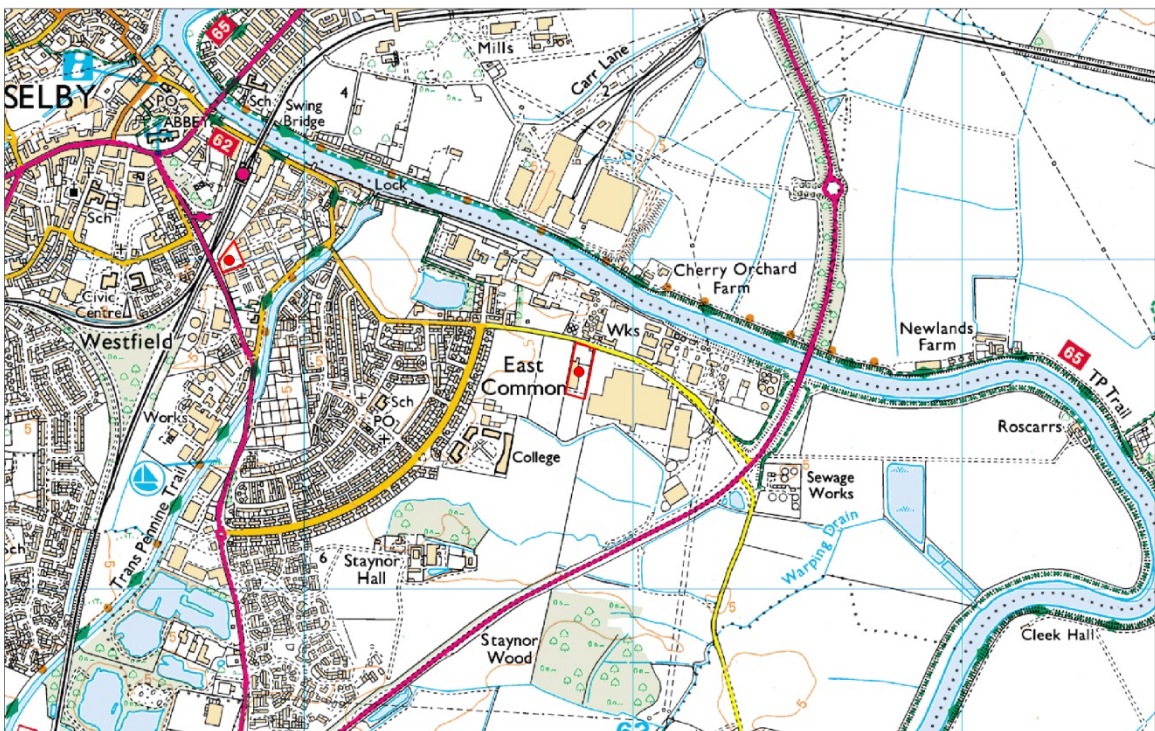






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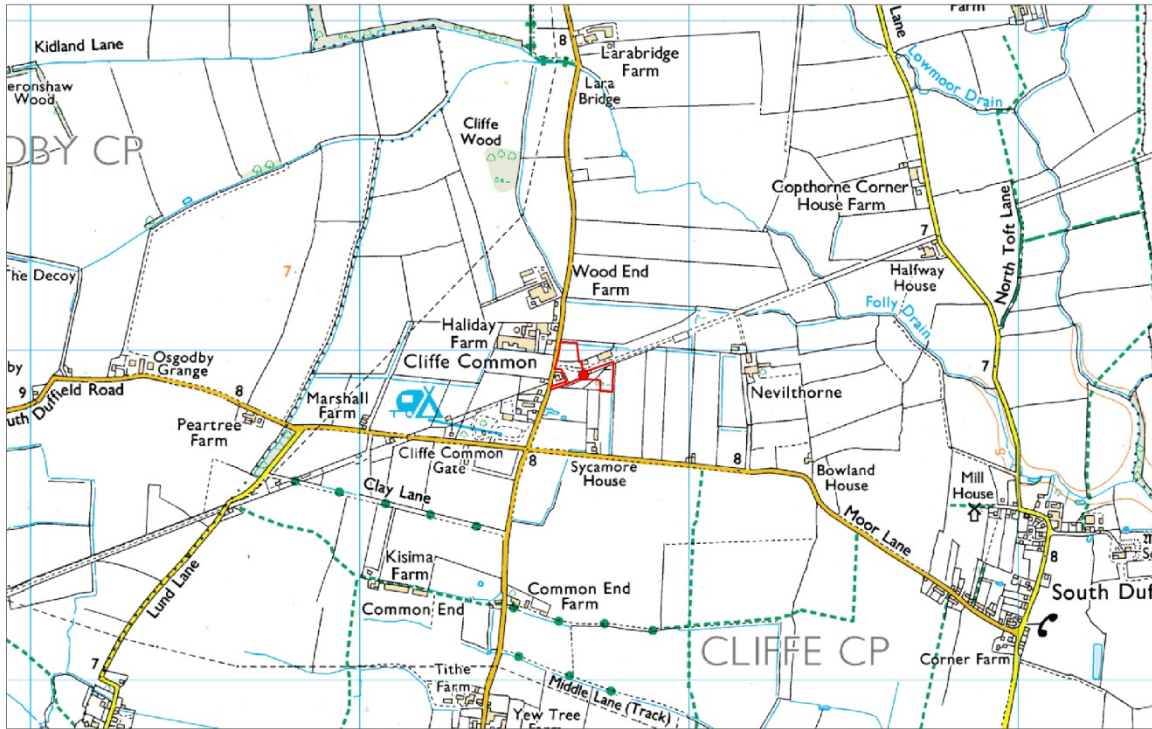


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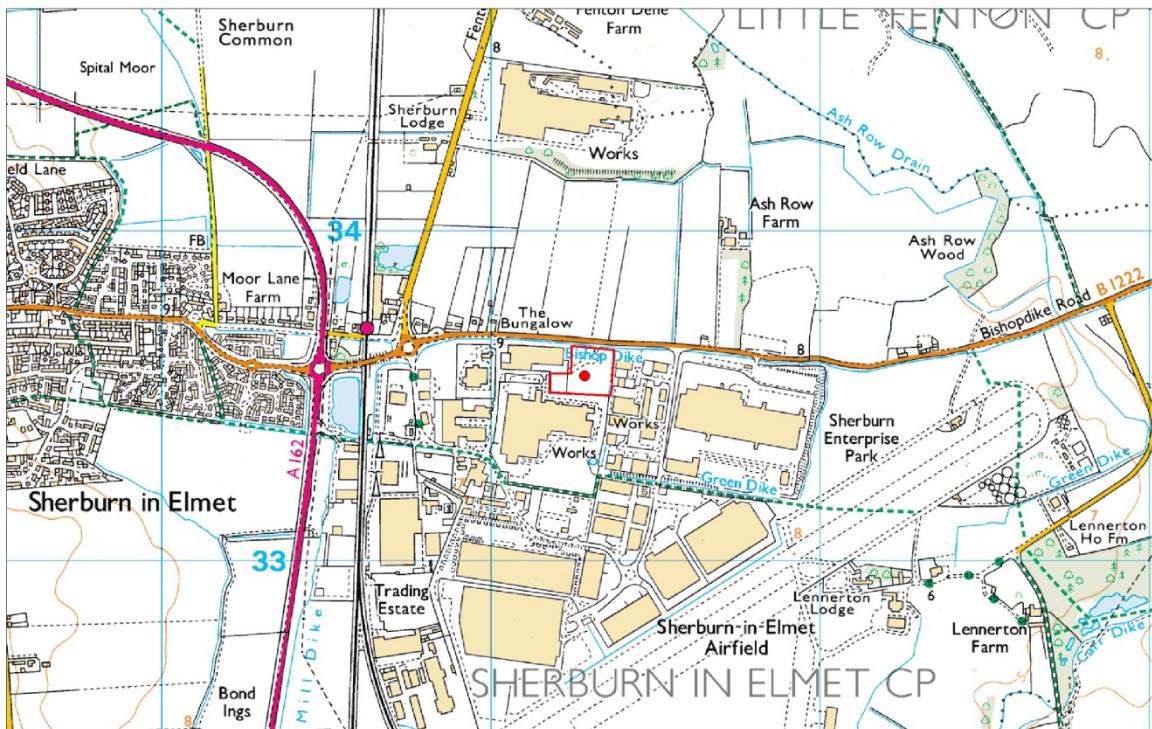






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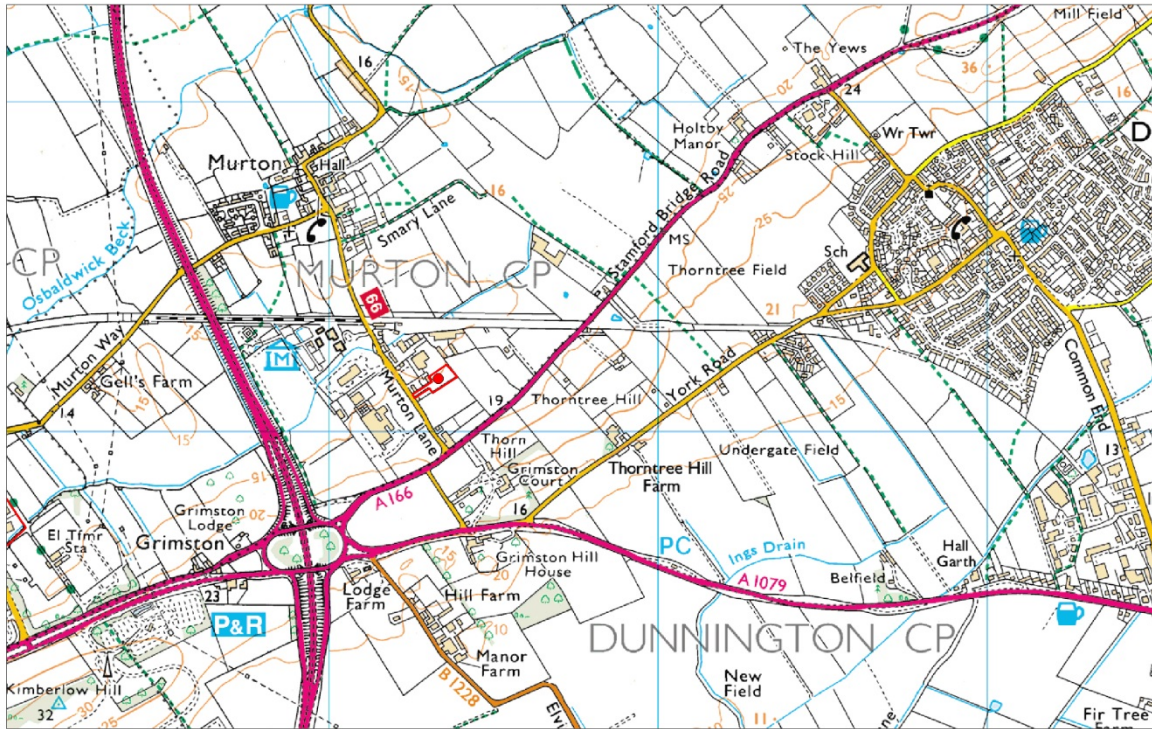


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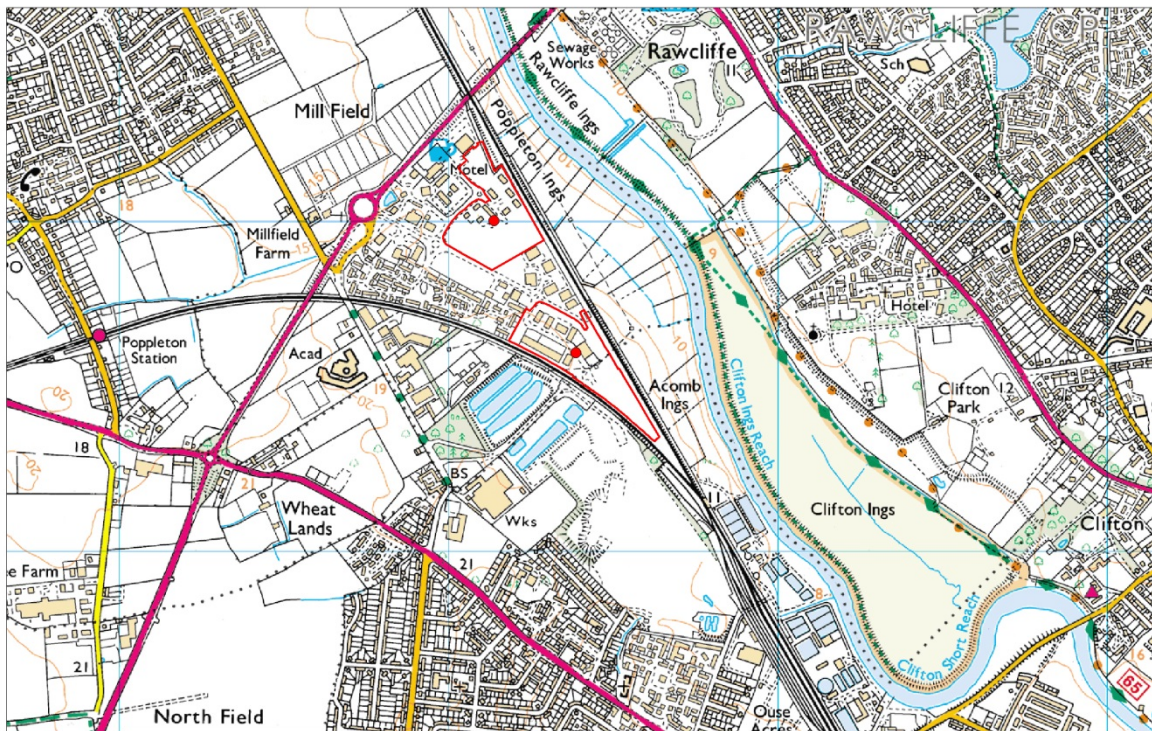






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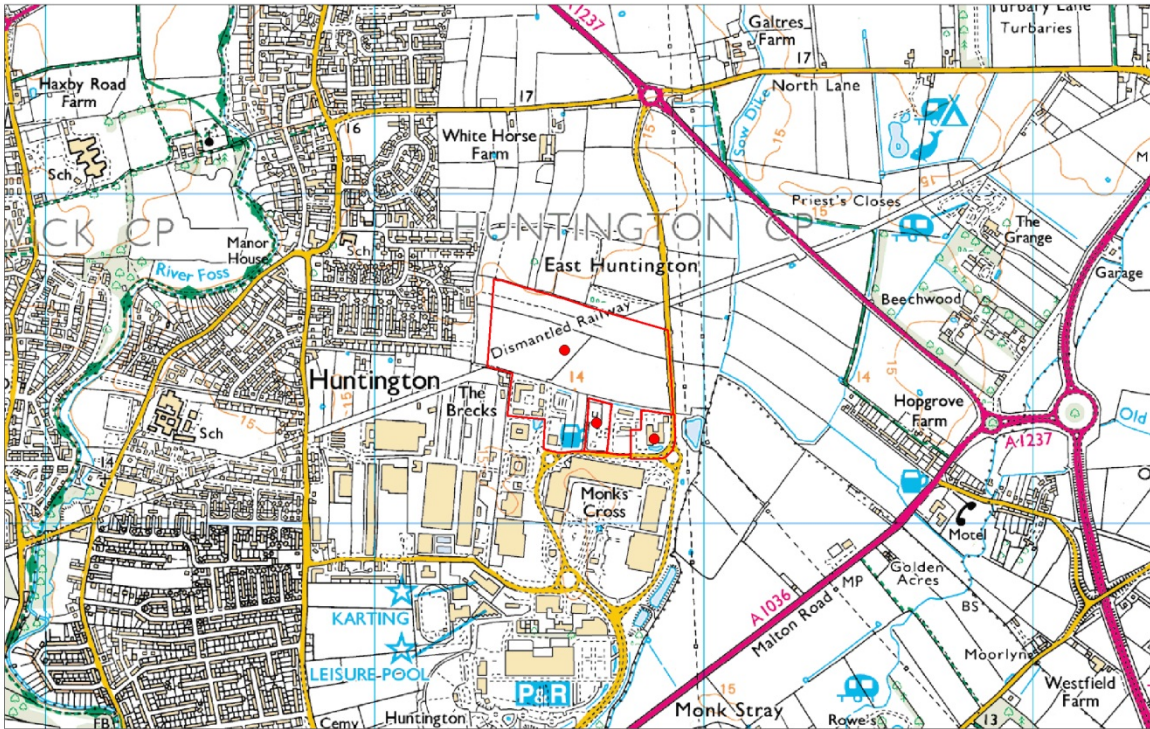


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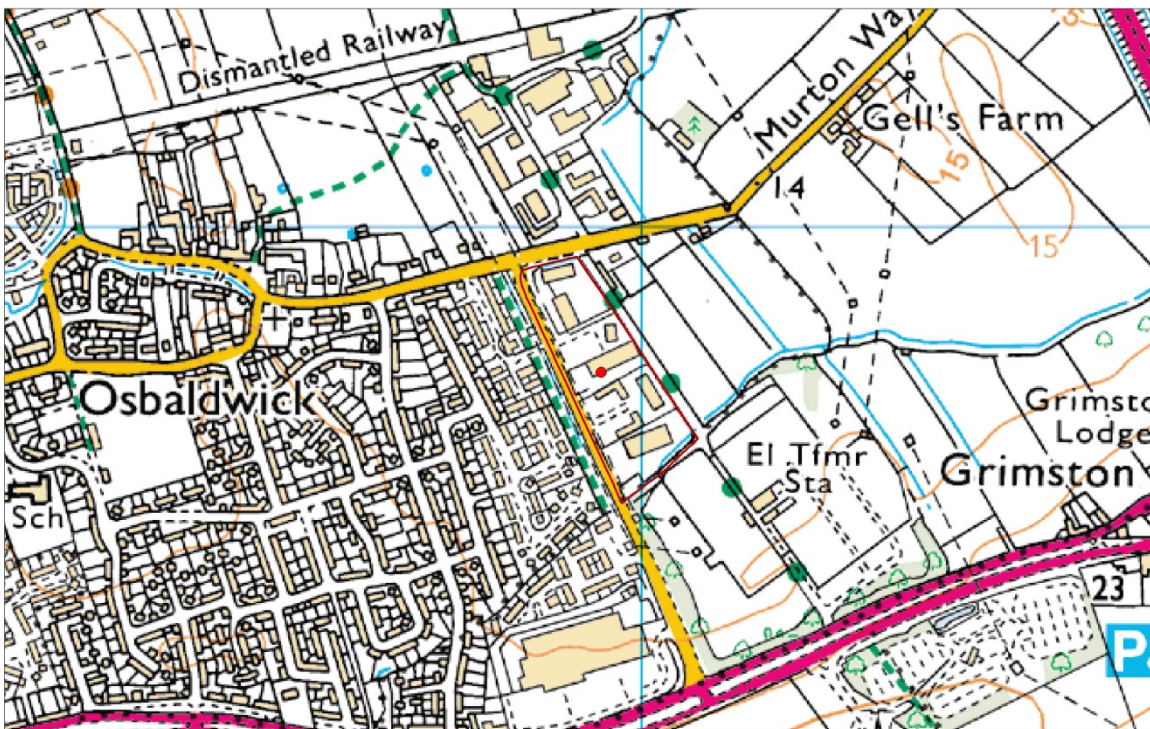






Site Ref: YOR 5, YOR 6 and YOR 10

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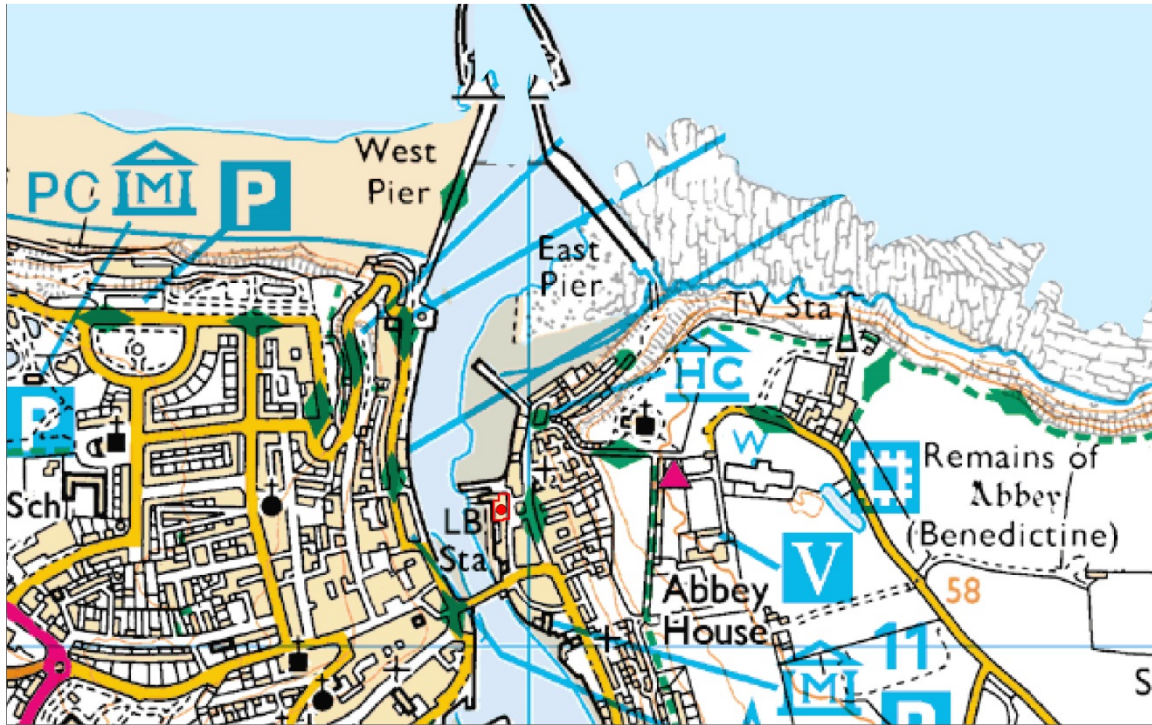


YOR 7 Osbaldkirk Link Road

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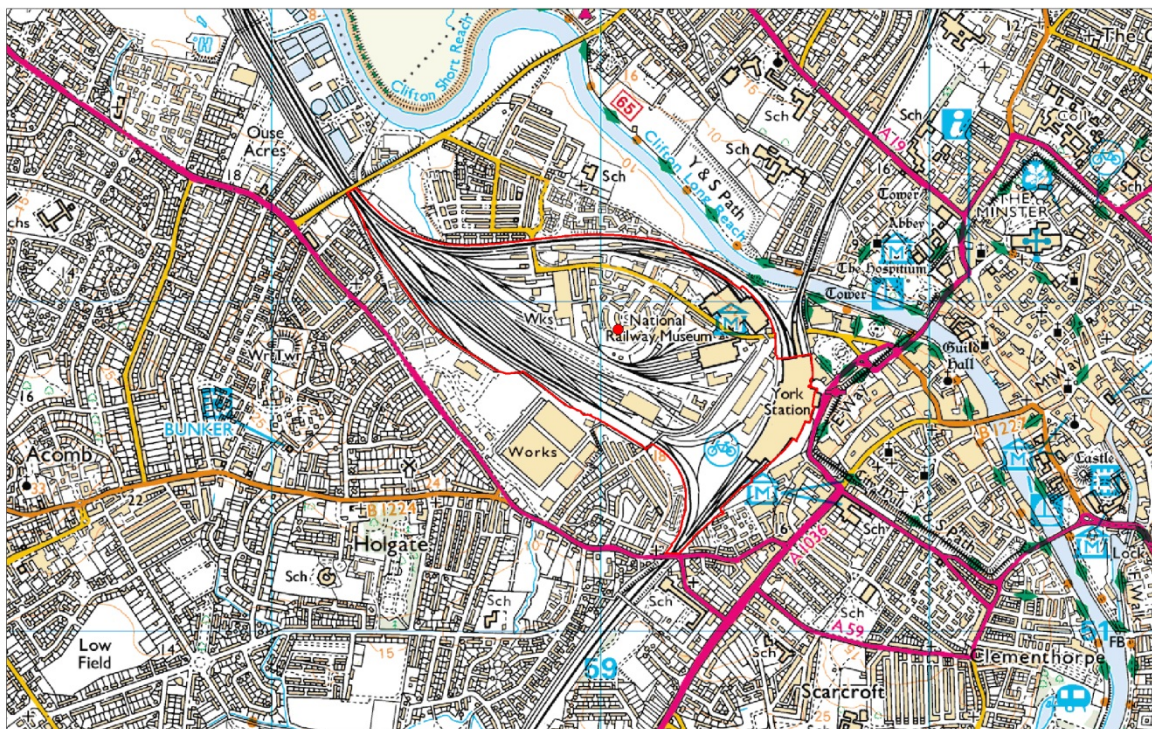






Site Ref: SCAR 32

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## Contact us

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