CUMBRIA COUNTY COUNCIL
PLANNING SERVICE

AUTHORITY MONITORING REPORT

2014

REPORT ON PROGRESS ON THE MINERALS AND WASTE LOCAL PLAN

May 2015

P334/13

An electronic copy of this report can be viewed online at:

http://www.cumbria.gov.uk/planning-environment/policy/minerals_waste/mwdf/Ann_rep.asp

A paper copy is available to view at:

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Cumbria Authority Monitoring Report 2014

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1. Introduction

Requirement for the Cumbria Authority Monitoring Report

1.1. This Authority Monitoring Report (AMR) is a progress report on minerals and waste planning in Cumbria for the calendar year 2014. The title of the report has been amended from "Annual Monitoring Report" to "Authority Monitoring Report" in line with current legislation and guidance, but it is part of a series of AMRs produced by Cumbria County Council, starting in 2004/2005.

1.2. Earlier reports are available on the County Council website at the following link: http://www.cumbria.gov.uk/planning-environment/policy/minerals_waste/mwdf/Ann_rep.asp

1.3. Monitoring is an essential part of the planning process. Section 35 of the Planning and Compulsory Purchase Act 2004 (as amended by Section 113 of the Localism Act 2011) states that local authorities are required to produce an Authority Monitoring Report that sets out the progress made on Local Plan preparation and the effectiveness of current policies.

1.4. The matters to be included in the Monitoring Report are specified by the Town and Country Planning (Local Planning) (England) Regulations 2012. Those relevant to Cumbria are:

- **The Mineral and Waste Development Scheme (MWDS)** including: the title of the Local Plan or other documents specified, the timetable, the stage reached and the reason for any delays (see section 3);
- **Effectiveness of current policies:** i.e. those in the adopted Minerals and Waste Development Framework Core Strategy and Generic Development Control Policies – adopted April 2009 (see section 4);
- **Monitoring information:** of matters that are relevant to the ongoing minerals and waste planning within the Plan area (see sections 4 and 5);
- **The Duty to Co-operate**[1]**:** on strategic matters (see section 6).

1.5. National planning policy and guidance provides further detail about the content and purpose of the Monitoring Report, particularly for waste matters. Planning Practice Guidance[2] sets out specific requirements for monitoring and review of waste activities, which arise from the Waste Framework Directive.

1.6. Waste planning authorities should use their Authority Monitoring Reports to ensure that there is sufficient information to determine the location and capacity of existing major disposal and recovery installations, and of future disposal or major recovery installations. Authorities should also use the AMRs to review the assessment in the Local Plan of the need for closure of existing waste installations and of the need for additional waste installations.

1.7. An update of relevant national guidance and legislation is included as Appendix A to this report.

[1] Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011
[2] PPG paragraph 054, chapter 28 (ID: 28-054-20141016)

1.8. Under Section 14 of the 2004 Act, Cumbria County Council also has an ongoing statutory duty to keep under review, those matters that may be expected to affect the development of its area or the planning of that development.

Reporting timetable

1.9. Historically, the monitoring period covered 12 months, running from March to April (the financial year) and the Annual Monitoring Report was required to be submitted to the Secretary of State by the following December. Through the Localism Act 2011, there is no longer a requirement for local planning authorities to submit their Monitoring Report to the Secretary of State, and local planning authorities can now choose when their monitoring year begins. The report can, if appropriate, address a shorter time frame than 12 months, and hence it is no longer named the *Annual* report.

1.10. From January 2014, Cumbria County Council has altered its monitoring year. Instead of the Monitoring Report covering the financial year (i.e. April-March), it will cover the calendar year (January-December). This makes it easier to collate the required evidence and to compare and analyse data, because the vast majority of data available to the County Council is released for periods over the calendar year rather than the financial year.

2. Planning for Cumbria

Cumbria County Council Planning Service

2.1. The Cumbria County Council Planning Service has responsibility for minerals and waste planning in Cumbria, excluding those parts of the county that fall either within the Lake District National Park or the Yorkshire Dales National Park. The Lake District National Park Authority controls all planning issues, including minerals and waste, within the Park area, which falls wholly within the county. Similarly, the Yorkshire Dales National Park Authority has responsibility for all planning issues within the small part of the Park that falls in south east Cumbria.

2.2. Figure 2.1 shows the current National Park areas, but also the boundaries of the six District Councils in Cumbria – Allerdale, Barrow, Carlisle, Copeland, Eden and South Lakeland – who deal with housing and employment planning issues.

2.3. Each district publishes a Local Plan for their area, but the County Council's Planning Service regulates development by the County Council itself, in consultation with the relevant District authority, applying the policies in that District's Local Plan. This type of development includes County Council funded schools, service buildings such as fire stations, or offices for the County Council.

2.4. The County Council Planning Service also assists in securing contributions from developers of all types of development for essential infrastructure, such as highway improvements and repairs, and educational contributions.

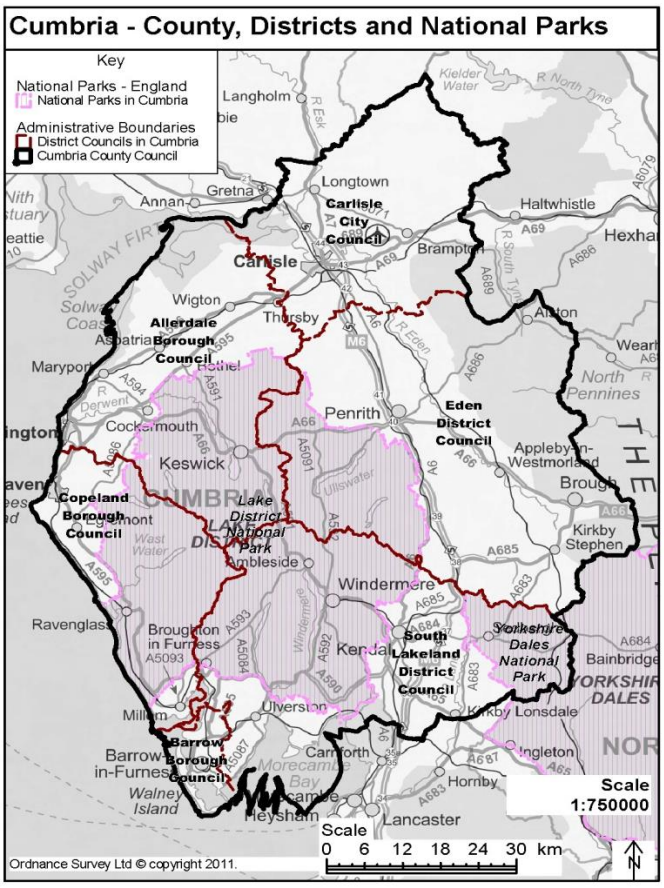

Figure 2.1: Map of Cumbria showing the District and National Park boundaries

2.5. The areas within Cumbria that fall within the two National Parks may increase in the future, because Natural England has proposed two extensions to the Yorkshire Dales National Park, and one to the Lake District National Park. A public inquiry about the proposals was held in June 2013 and the Inspector has submitted his report to the Secretary of State for the Environment and Rural Affairs.

2.6. The Variation Orders propose:

- **Yorkshire Dales North:** Orton fells, Mallerstang and Wild Boar Fell, the Northern Howgills;
- **Yorkshire Dales West:** Barbon, Leck and Middleton Fells, the Upper Lune Valley to the north of Kirkby Lonsdale;
- **Lake District National Park Extension:** Birkbeck Fells Common to Whinfell Common, Helsington Barrows to Sizergh Fell, and part of the Lyth Valley, including the small new addition of land North of Sizergh Castle.

2.7. The decision on whether the Secretary of State will confirm or reject the Variation Orders is awaited, and will be reported in subsequent Authority Monitoring Reports.

The Council Plan 2014-2017

2.8. The Planning Policy and Development Control Teams have a Statutory Duty to uphold all relevant UK and EU legislation, including those that relate to the environment, and are also engaged in supporting the County Council's priorities as expressed in the Council Plan 2014-2017. In developing policies, and negotiating with prospective developers, the teams actively seek to implement and balance the two priorities that are most relevant to the planning service:

- to protect and enhance Cumbria's world class environment;
- to promote sustainable economic growth, and create jobs.

2.9. The Planning Service also works to further two other Council Plan priorities, by seeking to control traffic and other potential impacts from development:

- to provide safe and well maintained roads and an effective transport network;
- to enable communities to live safely and shape services locally.

Protecting Cumbria's environment

2.10. Cumbria is a large, diverse county, covering approximately 676,780 hectares, and is home to around half a million residents – more than half of these live in areas defined as rural. The county's settlement pattern results in a dispersed population with distinct problems of sparsity, with many smaller towns not being sufficiently large to provide all the facilities required for modern living. As a result, people need to travel longer distances, or find more innovative ways, to access services and facilities.

2.11. Cumbria has what is arguably the most outstanding natural environment in England. It also contains the largest National Park in the country, has its highest mountain and its deepest lake. Within the North West, Cumbria is unique, with a high proportion of the county, including many of its rivers, covered by national and international designations, which recognise and seek to protect and enhance

its landscape, biodiversity, heritage and other environmental assets. This brings with it pressures of high demand, particularly evidenced in the housing and tourism markets, but also requires the highest standards in environmental management.

2.12. The Council Plan highlights a number of actions related to the County Council's own estate and activities, and commits to:

- develop further opportunities from our waste services and facilities for households, communities and commercial operators to participate more fully in waste minimisation and recycling;
- develop opportunities to use resources more efficiently and effectively and to lessen the impact of our activities on communities and the environment;
- as Lead Local Flood Authority, work with partners and others in the community to ensure that Cumbria is as prepared as possible to deal with flooding.

2.13. The work of the Planning Service is compatible with the above, but relates to the Council's additional statutory duties to create and implement planning policies that ensure that minerals and waste operations in the Plan area protect and enhance the environmental assets of the county. The minerals and waste teams work with the operators, internal County Council colleagues and external statutory consultees, such as Parish Councils, the Environment Agency and Natural England, to optimise net benefits from development.

Supporting sustainable economic development

2.14. The minerals and waste industries in Cumbria make a significant contribution to the economy of the county, by providing stable jobs, aggregates for development, and improving resource efficiency through recycling and recovering value from waste. The minerals and waste planning teams seek to support sustainable minerals and waste development, which, in turn, support other types of economic development and job creation within the county.

2.15. The most recent assessment of the economy of Cumbria was undertaken by Cumbria's Local Economic Partnership (LEP) in 2014, and the Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis is included as Appendix A of this report. Strengths identified included: Cumbria's environmental assets; strong tourism, manufacturing and agri-food sectors; and low unemployment rates. However, Cumbria's Gross Value Added (GVA) per head (£19,423) in 2013 was consistently below that of the UK (at £23,755). Weaknesses identified included: weak employment in finance, IT and business sectors; continuing pockets of high unemployment; and the geographical isolation of, and limited transport networks to, West Cumbria.

2.16. Cumbria County Council's Intelligence Observatory[3] provides data on the county's economy and employment, and confirms that the Job Seekers Allowance (JSA) claimant rate in Cumbria in January in 2015 (1.6%) remains relatively low in comparison with the UK (2.1%). However, there are clear differentials between West Cumbria, with higher JSA claimant rates in January 2015 (Allerdale 2.0%; Barrow 2.8% and Copeland 2.1%), than in East Cumbria (Carlisle 1.3%; Eden 0.6% and South Lakeland 0.7%). In addition, the GVA per

[3] http://www.cumbriaobservatory.org.uk/ (Labour Market Briefings and Gross Value Added Briefings)

head of population[4] in the three western districts (Allerdale, Barrow and Copeland) was £19,032, as opposed to £19,770 in the three districts forming East Cumbria (Carlisle, Eden and South Lakeland).

2.17. The nuclear industry is a major employer in West Cumbria, which hosts the largest complex of nuclear facilities in the UK and most of the country's legacy of radioactive wastes, at Sellafield civil nuclear power station and at the Low Level Waste Repository, near Drigg.

2.18. Decommissioning of the Sellafield complex has begun, which will have an enormous impact on the number of jobs available at the site – the current work force of around 10,000 is set to drop by up to 8,000 over the next 20 years.

2.19. The potential impacts of nuclear decommissioning have been addressed through the West Cumbria Spatial Masterplan, which was initiated by Government and aims to deliver transformational projects that build on the strong nuclear and engineering base in West Cumbria, whilst diversifying the economy into the wider, renewable energy market. The vision of the Masterplan was further developed into Britain's Energy Coast, a public/private partnership, and the strategy[5] proposes an Energy Coast Innovation Zone, research and development activity, investments in infrastructure and in town centres.

2.20. The County Council addresses these issues under the priorities of the Council Plan 2014-2017, which identifies five specific actions to promote sustainable economic development and create jobs. Three of these are most relevant to the Planning Service:

- play an active role in the Local Enterprise Partnership (LEP), to create a growth strategy for Cumbria that will secure investment and create more and better jobs by making Cumbria a place where businesses can thrive;
- create a positive working relationship with Government and the nuclear industry to ensure the best outcomes for Cumbria, particularly in the areas of safety, waste management, investment and employment;
- work as strategic planning authority, with our partners, to ensure that we are more effective in delivering sustainable development to meet the needs of our communities and ensure we maintain the quality of Cumbria's world class environment.

2.21. In March 2014, the LEP published an economic plan[6] for the period to 2024, which seeks to boost Cumbria's economy by £600 million more than current predictions. The four priority growth areas identified in the SEP are: advanced manufacturing; nuclear energy and excellence; vibrant rural and visitor economy; and strategic connectivity of the M6 motorway corridor. The strategy seeks to stimulate GVA by 2.2% over the period, generate 15,000 new full-time equivalent jobs and deliver 30,000 new homes.

2.22. Other significant new development and regeneration projects are also in progress or being planned. These include: the proposed new nuclear power station at Moorside (adjacent to Sellafield); the National Grid network project,

[4] data for calendar year 2013, released December 2014 and updated February 2015
[5] West Cumbria Economic Blueprint: Britain's Energy Coast: June 2012
[6] Cumbria Strategic Economic Plan (SEP): Cumbria Local Economic Partnership, March 2014

including potentially a tunnel under Morecambe Bay; a major project over the next 8 years to refurbish the naval shipyard at Barrow; and improved access to Barrow waterfront, Port of Workington and a number of industrial and business parks in the M6 corridor.

2.23. Many of these are long term projects whose minerals and waste requirements are not yet clarified, and are being kept under review. There is likely to be an increased need for aggregates, and for inert waste management and disposal. Potential synergies between projects will need to be explored and maximised in order to minimise adverse impacts on the environment and communities.

Other key issues for Cumbria

2.24. The key issues for minerals and waste planning in Cumbria were explored in the "Options Report" for the February 2015 consultation (Regulation 18) draft of the Minerals and Waste Local Plan.

2.25. Key issues include: suitable provision for radioactive waste in Cumbria; ensuring adequate supplies of minerals while protecting and enhancing the county's environmental assets; and sustainable waste management, with continuing reductions in disposal to landfill.

2.26. The mitigation of, and adaptation to, climate change has a number of implications for Cumbria, where travel distances for transport of waste and minerals, and resulting carbon emissions, can be significant. The environment can also benefit where recycling construction and demolition waste reduces the need for primary aggregate extraction.

2.27. Opportunities to reduce both resource use and to generate waste, and to recover value from waste, need to be supported by policy. Energy from waste, including agricultural waste, is particularly relevant for Cumbria, and other energy generation on waste or mineral sites may become more frequent.

2.28. Release of carbon sequestered in Cumbria's peat bogs as a result of minerals or waste development needs to be prevented, and development, including site restoration plans, need to combat the increased incidence of flooding experienced due to climate change.

3. Minerals and Waste Policy

The current Development Plan

3.1. The current Development Plan for Cumbria, excluding those parts that are within the National Parks, is the Minerals and Waste Development Framework, comprising the Core Strategy and Generic Development Control Policies documents. These were adopted by the County Council in April 2009.

3.2. There is no adopted Site Allocations Policy document. The draft Site Allocations Policies and Proposals Map, following an Examination in Public in 2010, were adopted by the County Council in 2011, but were subsequently quashed by the High Court following a legal challenge. The documents were amended and resubmitted to the Secretary of State in 2012, and were nearing the end of the Examination process when the Government published the National Planning Policy Framework. The County Council withdrew the Site Allocations Policies and Proposals Map from their Examination, in order to develop a Cumbria Minerals and Waste Local Plan to replace the MWDF.

Progress on the Minerals and Waste Local Plan

3.3. The Minerals and Waste Local Plan, which will be for the area of Cumbria outside the National Parks, will be for the period 2014 to 2029. In accordance with the new system, the Local Plan is a single document containing three sections - Strategic Policies, Development Control Policies and Site Allocations Policies, together with a Policies Map.

3.4. Development of the Local Plan has been slower than anticipated, and the timetable, as formalised in the Minerals and Waste Development Scheme (MWDS), has been amended on several occasions.

3.5. The current Cumbria MWDS came into effect on the 29 May 2014 (see table 3.1), and set out a timetable for work following immediately after the end of the 2013 consultation period in April 2013. There has been further significant slippage, and the preparation of the Local Plan has not adhered to the timetable.

3.6. A revised protocol for the implementation of Mineral Consultation Areas also needs to be developed, in co-operation with District Councils and adjacent authorities.

Regulation 18 consultations (February 2013 and February 2015)

3.7. An initial draft Local Plan was published for consultation in February 2013. This was, in effect, a partial review of the adopted Core Strategy and Development Control Policies, which also built on the withdrawn draft Site Allocations Policies. This was intended to respond to new or revised national guidance and legislation, and to be, in effect, a partial review of the adopted Plan. A total of 62 responses were received from external organisations and individuals.

3.8. A second draft Local Plan was published in February 2015 for consultation, under Regulation 18, between March and May 2015. Responses are currently being analysed and are likely to result in some modifications to the Local Plan.

Proposed Dates	Actions
April 2013 to 10 June 2014	Work on preparing the draft Plan following the public consultation in February – April 2013
April 2014	Annual Report and Local Aggregates Assessment published
April to July 2014	Prepare: draft Waste Needs Assessment, draft Duty to Co-operate Compliance Statement, updated Statement of Community Involvement, updated Sustainability Appraisal, updated Habitats Regulations Assessment, updated Policies Map
24 July 2014	Report to Cabinet on contents of the draft Plan and for approval of consultation version of Plan
28 July to 19 Sept 2014	Regulation 18 publication and consultation on the draft Plan (8 weeks)
December 2014	Report to Cabinet and full County Council on the representations that were received and for approval of Publication version of Plan
January/February 2015	Regulation 20 publication and consultation on the Publication version of Plan (6 weeks)
Feb/March 2015	Prepare table of proposed modifications to Plan, if required
April 2015	Report to Cabinet and full County Council on the representations that have been received, proposed modifications to the Plan and request for approval of submission to the Secretary of State Annual Report and Local Aggregates Assessment published, prepare final Duty to Co-operate Compliance Statement
May 2015	Submit all documents to Secretary of State under Regulation 22
July 2015	Pre-Hearing meeting, if required
September 2015	Hearing in Public sessions
Oct/Nov 2015	Receive Inspector's Report
December 2015	Report to Cabinet and full County Council for adoption of the Local Plan
December 2015/ January 2016	Advertise adoption version of Local Plan (6 weeks)
February 2016	Adopt Cumbria Minerals & Waste Local Plan

Table 3.1: Cumbria Minerals and Waste Development Scheme

3.9. The Regulation 18 consultation draft Local Plan (February 2015) is still effectively a partial review of the adopted MWDF, as the overall strategy and strategic objectives are almost unchanged from those in the 2009 adopted Core Strategy. These had been developed from widespread consultation across the county, and assessed through sustainability appraisal, and were considered to be as appropriate now as in 2009, apart from one or two minor amendments. For example, significant progress has been made on reducing household waste per person in the county, and the objective is no longer appropriate.

3.10. However, some changes to policies and significant amendments to supporting text were required, as discussed above. The County Council's responses to those representations submitted during the 2013 consultation, and any consequent changes to the Local Plan, are noted in three "Table of Modifications" documents, focusing on strategic, development control and site allocations policies. These documents are available on the County Council website.

3.11. The changes proposed in the 2015 draft Plan are more significant than those introduced in the 2013 consultation, and some chapters have been completely rewritten in response to: changes to national policy and guidance; factual changes; representations received during the 2013 consultation; and an improved and more robust evidence base (especially the Local Aggregates Assessment and Waste Needs Assessment).

3.12. The Options Report[7], published to accompany the 2015 consultation draft, summarises the changes compared to the 2009 MWDF. The report starts from key issues, summarises the key drivers and the justification for change, and the policy amendments.

3.13. One of the main topic areas requiring re-consideration was radioactive wastes. The MWDF had been prepared between 2005 and 2008, which was a time when national policy and the strategy relating to these wastes were evolving. It had been difficult to formulate local policy during this period of change and uncertainty, but there is now enough clarity to progress these issues.

3.14. The reasons for delay in the production of the Local Plan can be summarised as: the need for a more robust and reliable evidence base; the introduction of new or revised national guidance and legislation; and the cancellation by Government of many minerals and waste policy guidance documents. These changes continued to be made throughout 2014 (see Appendix A published with this report).

3.15. The publication of the National Planning Policy for Waste, the replacement for Planning Policy Statement 10, on 16 October 2014, ended another period of uncertainty and enabled the draft Local Plan to be completed with more certainty.

3.16. A revised MWDS will be developed in the light of the outcome of the current consultation. This will clarify whether the County Council's intention to carry out a Regulation 20 consultation in late 2015, and submit the draft Local Plan for Examination in early 2016 is realistic.

Statement of Community Involvement

3.17. The County Council's Statement of Community Involvement was adopted in January 2006[8]. Whilst this document is eight years old, the County Council has not received any complaints about the adequacy of its MWDF or Local Plan consultations. However, the County Council is currently undertaking a review of the document to ensure that it is still fit for purpose, in light of recent national guidance changes, the increased pressure for prompt decisions on planning applications and changes in technology.

[7] Options Report, Draft CMWLP 2014-2019, March 2015
[8] The current Statement of Community Involvement can be accessed at:
http://www.cumbriacc.gov.uk/elibrary/Content/Internet/538/755/1929/1982/38761143645.pdf

4. Evaluation of the current Development Plan

Policy evaluation

MWDF Core Strategy 2009-2020

4.1. The MWDF Core Strategy contains 18 policies providing strategic context for minerals and waste developments in Cumbria. Table 4.1 provides information about how frequently each policy was used in the determination of minerals and waste planning applications between 1 January and 31 December 2014. A more detailed matrix of this information can be found in Appendix E.

Policy	Number of times used in the determination of applications			Decisions using policy as % of total decisions[9]
	Minerals	Waste	Total	
CS1 – Sustainable Location and Design	5	12	17	44.7%
CS2 – Economic Benefit	0	3	3	7.9%
CS3 – Community Benefits	0	0	0	0.0%
CS4 – Environmental Assets	3	2	5	13.2%
CS5 – Afteruse and Restoration	7	4	11	28.9%
CS6 – Planning Obligations	0	0	0	0.0%
CS7 – Strategic Areas for New Developments	0	0	0	0.0%
CS8 – Provision for Waste	0	4	4	10.5%
CS9 – Waste Capacity	0	1	1	2.6%
CS10 – High and Intermediate Level Radioactive Wastes Storage	0	2	2	5.3%
CS11 – High and Intermediate Level Radioactive Waste Geological Disposal	0	0	0	0.0%
CS12 – Low Level Radioactive Waste	0	2	2	5.3%
CS13 – Supply of Minerals	2	0	2	5.3%
CS14 – Minerals Safeguarding	0	0	0	0.0%
CS15 – Marine Dredged Aggregates	0	0	0	0.0%
CS16 – Industrial Limestones	0	0	0	0.0%
CS17 – Building Stones	0	0	0	0.0%
CS18 – Oil and Gas and Coal Bed Methane	2	0	2	5.3%

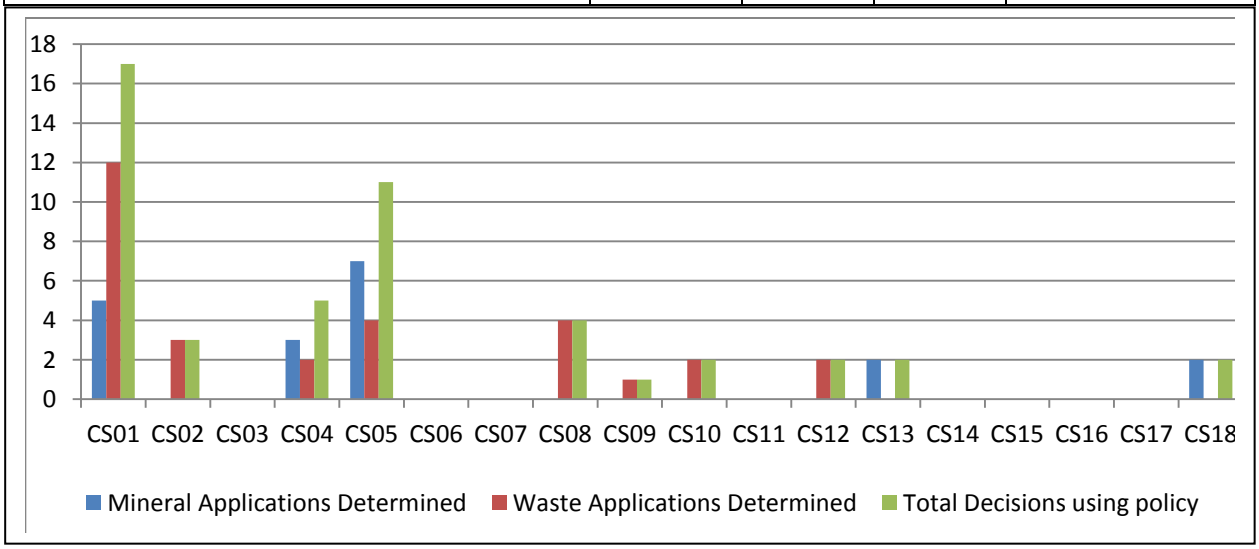

Table 4.1: Use of Core Strategy policies in decision making

[9] NB – this column will not add up to a total of 100%, as the percentage figures are designed to show the amount of times each policy has been used in the decision making process

4.2. The Generic Development Control Policies, contains 17 detailed policies that are used when determining planning applications, or negotiating planning conditions to limit or mitigate adverse impacts of development and enable sustainable development to proceed. Policy DC1, for example, may be used to justify limits on annual sales that ensure HGV movements do not exceed highway capacity, or improved junction designs to ensure highway safety.

4.3. Table 4.2 shows how frequently each policy was used in the determination of the minerals and waste planning applications between 1 January and 31 December 2014. A more detailed matrix of this information can be found in Appendix E.

Policy	Number of times used in the determination of applications			Decisions using policy as % of total decisions[10]
	Minerals	Waste	Total	
DC1 – Traffic and Transport	10	11	21	55.3%
DC2 – General Criteria	9	14	23	60.5%
DC3 – Cumulative Environmental Impacts	7	1	8	21.1%
DC4 – Criteria for Waste Management Facilities	1	16	17	44.7%
DC5 – Criteria for Landfill	0	3	3	7.9%
DC6 – Criteria for Non-Energy Minerals Development	2	0	2	5.3%
DC7 – Criteria for Energy Minerals	2	0	2	5.3%
DC8 – Applications for New Conditions	0	0	0	0.0%
DC9 – Minerals Safeguarding	0	0	0	0.0%
DC10 – Biodiversity and Geodiversity	5	9	14	36.8%
DC11 – Historic Environment	0	1	1	2.6%
DC12 – Landscape	6	11	17	44.7%
DC13 – Flood Risk	2	3	5	13.2%
DC14 – The Water Environment	7	10	17	44.7%
DC15 – Protection of Soil Resources	3	1	4	10.5%
DC16 – Afteruse and Restoration	9	2	11	28.9%
DC17 – Planning Obligations	0	0	0	0.0%

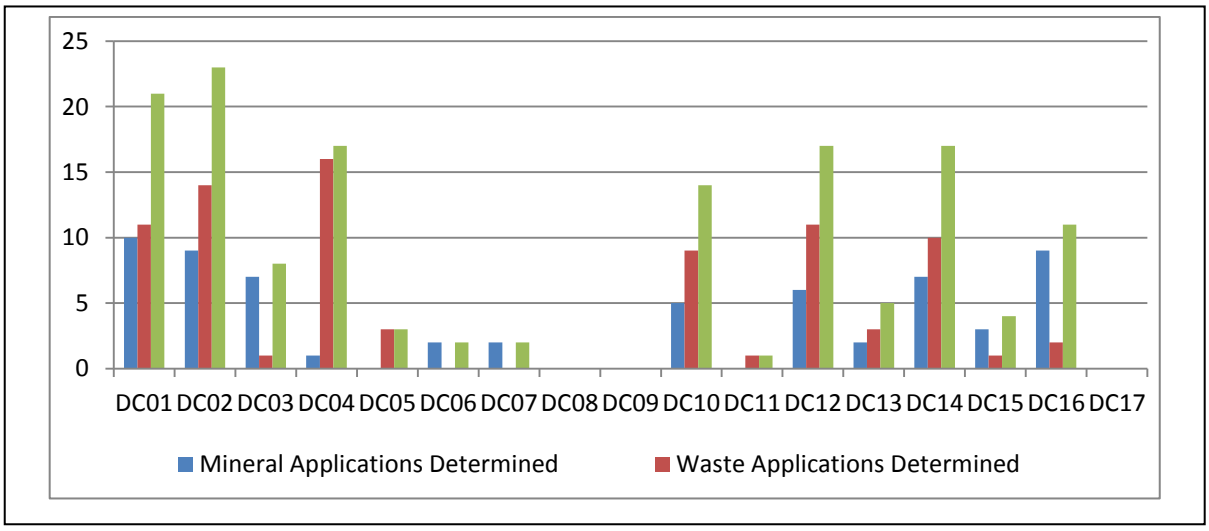

Table 4.2: Use of Generic Development Control policies in decision making

[10] NB – this column will not add up to a total of 100%, as the percentage figures are designed to show the amount of times each policy has been used in the decision making process.

Unused Policies

4.4. Eight of the Core Strategy Policies, and three of the General Development Control Policies, were not used in the determination of planning applications in 2014 (see Table 4.3).

Policies UNUSED in determination of planning applications determined between 1 January and 31 December 2014		**In Feb 2015 draft MWLP**
CS3	Community Benefits	NO
CS6	Planning Obligations	YES
CS7	Strategic Areas for New Developments	NO
CS11	High and Intermediate Level Radioactive Waste Geological Disposal	NO
CS14	Minerals Safeguarding	Combined with CS13
CS15	Marine Dredged Aggregates	YES
CS16	Industrial Limestones	YES
CS17	Building Stones	NO
DC8	Applications for New Conditions	YES
DC9	Minerals Safeguarding	YES
DC17	Planning Obligations	NO

Table 4.3: MWDF Policies not used in decision making in 2014

4.5. Similar analysis carried out in the previous Annual Monitoring Report (AMR), which covered 2 years 9 months, included a larger number and range of planning applications. The analysis indicated that six of the policies above - CS6, CS11, CS15, CS16, DC9 and DC17 - were also unused between 1 April 2010 and 31 December 2013. Table 4.3 also shows whether the policies unused in 2014 are included in the February 2015 Regulation 18 consultation draft Local Plan.

4.6. The Regulations[11] require local planning authorities to identify policies that they are not implementing, together with the reasons why, and the steps (if any) that they intend to take to secure that the policy is implemented. However, lack of use does not indicate that a policy is unnecessary, or that the County Council is not implementing the policy.

4.7. A number of the policies listed above relate only to a very specific type of development, which did not arise in 2014. Reconsideration of the whole suite of policies during the development of the new Local Plan has also identified some unnecessary duplication between Core Strategy and Generic Development Control Policies. This is being addressed in the new Local Plan, with some combination and rationalisation of policies. As a result, five of the policies listed above as unused have not been included in the February 2015 Regulation 18 consultation draft Local Plan.

4.8. The only policy that could be considered to be deliberately unused is CS3 - Community Benefits. This was originally referred to in one waste application during 2013, but was not used in the reasons for refusal[12] due to legal advice. This advice has subsequently been confirmed, and the text of the draft Local Plan clarifies the County Council view.

[11] Town and Country Planning (Local Planning) (England) Regulations 2012
[12] The County Council's refusal of planning permission was upheld on Appeal

Evaluation of the MWDF against its Monitoring Matrix

4.9. The 2009 adopted Minerals and Waste Development Framework (MWDF) included a Monitoring Matrix as table 11.1 of the Core Strategy, which was intended to be used to monitor the performance of the adopted County Council Minerals and Waste policies. This was reproduced as Appendix 3 of the February 2015 Regulation 18 Consultation draft.

4.10. The Monitoring Matrix was consistent with policy and guidance at the time of its development, and comprised monitoring indicators, many of them national, regional or locally agreed targets. The matrix grouped the strategic objectives, relevant policies, indicators and their baseline values under the following headings:

- Climate Change
- Waste Management
- Minerals
- Economic and Community Benefits
- Environment

4.11. The following sections compare baseline data, where it was included, with data at the end of 2013, which is the most recent year for which full data is available, and consider whether the policies in the MWDF have been effective, and how any future policies might be monitored and evaluated.

Climate Change

4.12. This issue was addressed through Strategic Objective 1 (SO1), Core Strategy Policy 1, and directly through DC policies 1 and 2, although other policies also included references to climate change.

SO1: that minerals and waste management developments will take due account of the issues of climate change, in particular through energy use and transport; that any adverse impacts on the environment and the local economy will be minimised and that potential benefits will be maximised.

4.13. The indicators selected in the matrix were: renewable energy installed; carbon reduction strategies adopted; and CO_2 emissions for Cumbria. The baseline for the first two indicators was zero, but no targets were set. It is presumed that the indicators related to minerals and waste planning applications approved by the County Council, but although several planning permissions have been granted, there have been very few installations implemented. Conditions were also imposed on two waste developments that required a percentage of energy use to be generated through on site renewable technologies, but planning applications under Section 73 to remove or amend the conditions were granted in both cases.

4.14. Planning permission (6/08/9018) was granted for a 9MW wood fuelled renewable energy plant in Barrow, but the permission was not implemented because the site became unavailable. A new planning application on a nearby site was approved in 2010, but is still not implemented. A planning application to amend the condition, related to expiry of the permission, was granted in February 2015, and the development of the facility must now be commenced by 15 April 2016.

4.15. Planning permissions for four anaerobic digesters have been granted by the County Council; one of these has not been implemented and the permission has

expired, one has been implemented, and two permissions are still extant but not implemented. The District authorities have also approved a number of smaller anaerobic digester plants using agricultural waste from a single farm, and one large plant, at Dryholme in Allerdale District.

4.16. A number of small wind turbines and photovoltaic installations on schools were granted planning permission by the County Council, but these were assessed against District planning policies. An application for four wind turbines at Lillyhall Landfill Site was refused on landscape grounds in February 2014. The result of an appeal against the refusal is unknown at the time of writing this AMR.

4.17. The MWDF Monitoring Matrix recorded a baseline figure of 5,828.3Kt CO_2 emissions in Cumbria in 2004, and a target of a 30% reduction of 1990 level CO_2 emissions by 2020. Whilst the target is broadly compatible with the Climate Change Act's third carbon budget target (34% by 2022), the UK 1990 baseline is not disaggregated at a Local Authority level, and the organisations[13] that were expected to provide monitoring data no longer exist.

4.18. Time series data for Local Authority CO_2 emissions for Cumbria is available from 2005 to 2012 (see Table 4.4) and shows a reduction of 10.8% across the period. If the 2004 figure of 5,828.3 Kt is assumed to be calculated on the same basis, the reduction in emissions from 2004 to 2012 has been 994 Kt (17%).

YEAR	TOTAL CO_2 emissions in Cumbria	Annual Change	% change
2005	5,416.9		
2006	5,368.8	-48.1	-0.89%
2007	5,274.1	-94.7	-1.75%
2008	5,111.5	-162.6	-3.00%
2009	4,576.4	-535.1	-9.88%
2010	4,890.5	314.1	5.80%
2011	4,394.6	-495.9	-9.15%
2012	4,833.7	439.1	8.11%
Overall change– 2004-2012		-583.2	-10.77%

Table 4.4: Cumbria CO_2 Emissions (Kt) 2005- 2012[14]

4.19. The source data for Table 4.4 also shows emissions by District, per head of population (see Table 4.5) and by sector. Emissions vary widely across the county; CO_2 emissions/head are highest in Eden District, which has very high industrial emissions and high transport emissions, due to both the M6 and non–motorway traffic, but also the very sparse population.

[13] the target was originally related to 4NW and NWDA, both abolished in 2012

[14] www.gov.uk/government/uploads/system/uploads/attachment_data/file/322822/20140624_Full_Dataset.xlsx

	Allerdale	Barrow	Carlisle	Copeland	Eden	South Lakeland	**Cumbria Total**
CO_2 (Kt)	1,167	553	557	276	1,198	1,087	**4,838**
Per head (t)	12.1	8.1	5.1	3.9	22.8	10.5	**9.7**

Table 4.5: Emissions of CO_2 in 2012 by Districts and per head[15]

4.20. The data can also be viewed on a map, showing significant point sources and their emissions from 2008-2012. Eden District has two major industrial facilities, both related to minerals and waste development. The Corus UK facility emitted 272,010 tonnes of CO_2 in 2012 (18% less than in 2008) and Kirkby Thore Gypsum Works emitted only 75 tonnes in 2012. This was 44% less than in 2009 (2008 figures are not available).

4.21. In summary, therefore, performance of the MWDF against the greenhouse gas emission target set in its monitoring framework cannot be clearly determined. The CO_2 emissions for the county as a whole have reduced significantly over the period, with a higher rate of reduction in the commercial and industrial sector, including at some minerals and waste related facilities; however, any causal link between MWDF policies and any carbon reductions cannot be demonstrated.

4.22. Actions implemented under MWDF policies have included measures to: reduce carbon emissions from peat bog, which are potentially very significant for Cumbria, at a building stone quarry (Flinty Fell near Nenthead); and monitoring and enforcement investigations to ensure the permanent capping and site restoration at two coal bed methane exploration wells in Carlisle District. In addition, all Cumbrian non-inert landfills collect and utilise landfill gas.

4.23. There has been no extraction of hydrocarbons (energy minerals) from within Cumbria under the MWDF, but given current national energy policy, it is likely to take place during the Local Plan period. Impacts on CO_2 emissions, both for Cumbria, if methane and other hydrocarbons leaked from the sites, and globally, through the combustion of the resource, would result.

4.24. Site based emissions would be relevant to the proposed strategic policy (Policy SP12) in the Regulation 18 consultation draft Local Plan February 2015, which requires that proposals demonstrate that carbon reduction has been a determining design factor. In addition, landfill gas collection and utilisation is required under Policy DC10, and Policy DC13 refers to Coal Mine Methane capture.

4.25. The new monitoring framework for use with the Local Plan should enable recording and monitoring of: schemes to increase use of sustainable transport, improve waste management, installation of additional low carbon energy sources, loss of active peat bog, and greenhouse gas emissions at major minerals and waste facilities, where relevant.

Waste Management

4.26. Strategic Objectives 2 and 3 (SO2 and SO3) were focused on sustainable waste management, but also noted the need for a balance with human health and

[15] naei.defra.gov.uk/data/local-authority-CO2-map

avoiding harm to environmental assets. The Monitoring Matrix identified these objectives as being implemented through Core Strategy Policies 2 and 3, and DC policies 8, 9, 10, 11 and 12.

SO2: That effective waste minimisation measures will be adopted and, following these, that waste, including radioactive waste, will be managed at the highest achievable level within the waste hierarchy. In order to secure this, the right type of waste management facilities that Cumbria needs to increase the amounts of its wastes that are re-used, recycled, or composted will be provided in the right places and at the right time in order to minimise the disposal of waste to landfill.

SO3: That waste will be managed as near as practicable to where it is produced without endangering people's health and without harming the environment.

4.27. The indicators proposed in the MWDF Monitoring Matrix are listed in Table 4.5, together with the baseline values and their date, any targets or milestones, plus comparison figures for 2013.

Subject	Indicator	Baseline value	Data year	Target or milestone	End 2013 Data
Household waste	residual Kg/head	596 kg/head	2006/7	None set	507kg/head
	% recycled or composted	34.2%	2006/7	60% by 2012	47.1%
Municipal waste	annual tonnage	345,698t	2006/7	n/a	259,634t
	recovery of value	34.2%	2006/7	53% by 2010 67% by 2015 75% by 2020	78%
	biodegradable tonnes landfilled	239,822t	2006/7	110,331 -2010 73,488 – 2015 35,282 - 2020	54,900t
C&I Waste	tonnes landfilled	291,500t	2004/5	233,200 - 2010	295,507t
CD&E Waste	tonnes landfilled	227,741t	2004/5	113,871 - 2012	284,838 t
Hazardous waste	tonnes landfilled	24,811t		None set	15,074t
	tonnes landfilled	3,711t		None set	451t
Landfill	Non-inert void space	5.5m m^3	end 2005	None set	3.37m m^3
Fly-tipping	Incidents	3,791		None set	3,703
	Clearance costs	£181,102		None set	data not available
M & W Capacity	Meeting national policy	NDA – strategy and plans			
	Capacity consented by type	Major municipal facilities by 2011 Additional landfill capacity for south Cumbria by 2012			2 MBT plants operational Achieved 0.5m^3 in 2010

Table 4.5: Performance of MWDF against waste monitoring matrix

4.28. Table 4.5 demonstrates that the key targets for Local Authority Collected Waste (LACW) were met (although some definitions have changed). The municipal waste tonnage landfilled is less than that targeted for 2015, and the target for recovery of value from tonnage has been exceeded. However, recycling improvements stalled at 47.1%, instead of continuing to improve to 60%. This is partly because some targets previously in place have been changed, and the Mechanical and Biological (MBT) plants for LACW increase recovery of value from waste through refuse derived fuel rather than prioritising recycling. This is not necessarily negative, as targets measured only the first stage of recycling, and large volumes of recyclates were collected or sorted with uncertain final outcomes for the resource materials.

4.29. The successes in management of LACW were dependent on the successful provision of sites for the major waste management infrastructure required for municipal waste, and the implementation of two MBT plants to serve the county is a major achievement of the MWDF.

4.30. Reductions in landfilling of commercial and industrial (C&I) waste, and in construction, demolition and excavation (CD & E) waste, expected by the Waste Strategy 2007, have not been achieved. However, the predicted improvements were dependent on national policy actions, many of which are voluntary rather than mandatory. The County Council as a waste planning authority has few policy levers that can influence such issues, and current national policy guidance focuses on predicting arisings and meeting need for waste management facilities, rather than targets.

4.31. The county's non-inert landfill capacity has fallen from the baseline of 5.5 million m^3 to 3.37 million m^3. No targets were set, partly because of the differing views in 2008/9 about how much capacity would be needed for C&I waste arisings. An additional 2 million m^3 of void space was proposed in the adopted MWDF, but the 2013 draft Local Plan sought a reduction in void space to 1.3 million m^3 in total. The current void space forms the baseline for the new Local Plan and is compared with predicted capacity requirement in section 6 of this AMR.

4.32. The Monitoring Matrix did set a target of securing additional landfill capacity for south Cumbria by 2012. This was achieved, in that a proposal to increase the capacity of the landfill by a further 520,000m^3 was refused, contrary to officers' recommendation, in April 2009, but granted on Appeal in March 2010. The planning permission also extended the life of the landfill to April 2017. However, monitoring in 2013 indicated that part of the lateral extension approved is unlikely to be implemented.

4.33. In conclusion, it appears that the MWDF was effective in supporting the sustainable management of waste; however, it is suggested that future monitoring of the new Local Plan should be more focused on matters that are more clearly defined, and related to the policy objectives of the new Local Plan.

Minerals

4.34. Three of the MWDF Strategic Objectives related to minerals supply, but also referred to the balance required between economic needs and environmental protection.

SO4: That the minerals from Cumbria that are required to meet local, regional and national needs will be supplied from appropriately located and environmentally acceptable sources.

SO5: That the need for new mining and quarrying will be minimised by prudent use of resources and by supplies of alternative re-used and recycled materials.

SO6: That mineral resources will be identified and safeguarded.

4.35. This section of the AMR looks at the performance of the MWDF in meeting the needs for minerals, and paragraphs 4.46 to 4.63 address the economic and environmental aspects.

4.36. These objectives conformed to national policy and guidance at the time, but are also consistent with current policy and guidance[16], which require mineral planning authorities (MPAs) to plan for the steady and adequate supply of minerals that are needed to support the economy. The duty to plan for minerals includes aggregates, minerals used in building and industry, and energy minerals, i.e. fossil fuels. MWDF Policies CS13, 14, 15, 16, 17 and 18, plus DC6, DC7 and DC9 implement the Strategic Policies, and their use in 2014 is reported in paragraphs 4.1 to 4.8.

4.37. MPAs have a specific duty[17] in relation to the supply of aggregates. This involves monitoring the reserves with planning permission, and identifying areas for future extraction, so that landbanks (an overall quantity of reserves sufficient to last a specified number of years) are maintained.

4.38. The County Council is required to maintain a 7-year landbank of sand and gravel, and a 10-year landbank of crushed rock, both calculated on the basis of 10-year rolling average sales, and to prepare an annual Local Aggregates Assessment (LAA), in addition to this AMR, which is based on a survey of mineral operators in the Plan area.

4.39. The aggregate landbank is principally a monitoring tool and the main basis for the mineral planning authority to consider whether to review the Local Plan. However, the current ongoing Plan making process has taken into account the most recent LAA, based on sales in the year ending 31 December 2013, plus further changes in 2014. That analysis can be seen in Chapter 5 of the February 2015 Regulation 18 consultation draft Local Plan, and is summarised in section 6 of this AMR. The LAA addressing sales and reserves at the end of 2014 will be published in July or August 2015, jointly with the Lake District National Park Authority.

4.40. The MWDF Monitoring Matrix for minerals is reproduced in Table 4.6. The indicators and targets relate only to aggregates, with no reference to other minerals. Data at the end of 2013 is taken from the 2014 Local Aggregates Assessment.

Subject	Indicator	Baseline value	Data year	Target or milestone	End 2013 Data
Land won aggregate production	Sand and gravel	0.79 MT	2006	0.7 MT	0.48 MT
	Crushed rock	2.97 MT	2006	4.1 MT	2.4 MT
	HSA	0.69 MT	2006		0.41 MT
Landbanks	Additional reserves consented	n/a			
	Sand and gravel	13.1 yrs		Maintain 7 yr	15.5 yrs
	Crushed rock	38.2 yrs		Maintain 10 yr	35.8 yrs
	HSA	-		Maintain 15 yr	18.0 yrs
Secondary aggregates	CD & E waste landfilled	as in Table 4.2		Maintain recycling capacity	YES Production estimated 0.8 MT

Table 4.6: Performance of MWDF against minerals monitoring matrix

[16] PPG paragraph 008, chapter 27 (ID: 27-008-20140306)
[17] PPG paragraph 060, chapter 27 (ID: 27-060-20140306)

4.41. It will be noted that aggregate production is lower for all types of aggregate than the targets quoted, although the target landbanks have been maintained. This is because sales of aggregates have fallen significantly in the last 10 years, but also the targets were taken from the NW Regional Spatial Strategy (RSS), which has since been abolished.

4.42. It is not considered that the reduction in sales of aggregates represents any failure in the performance of the MWDF. The production of sales and aggregates is market driven, and the market has changed significantly since the NW RSS targets were set (they were based on sales in the period ending in 2003). Neither does the analysis of policy use or determination of planning applications indicate that supply shortages have been caused by any failure to allocate sites for extraction or grant appropriate planning permissions. This issue is dealt with in more detail in the draft Local Plan.

4.43. Anecdotal reports suggest that the increased cost of transport has had an effect on exports of aggregates from Cumbria, although the county still produces significant tonnages for other regions, especially the North East. There have also been increases in sales of recycled aggregates, which may be relevant.

4.44. Ongoing monitoring of the new Local Plan will need to identify measures that can check for local supply shortages, granting of time extensions for quarries that are needed to maintain adequate landbanks, and any applications on unallocated sites that may indicate production capacity gaps.

4.45. No indicators or targets related to exploration or extraction of non-aggregate minerals in Cumbria were included in the MWDF monitoring framework. Most exploration is undertaken under permitted development rights, but neither this AMR, nor the previous one, have identified any refusals of planning applications for other minerals development. Sustainable development of this type, therefore, appears to have continued without any unnecessary restrictions under the MWDF. Ongoing monitoring should continue to record planning decisions of all major minerals applications.

Economic and Community Benefits

4.46. The MWDF Monitoring Matrix identified two of the Strategic Objectives under this heading.

SO7: That the economic benefits of minerals and waste management developments will be optimised without harming the environment.

SO10: That there will be increased community and stakeholder involvement and ownership of initiatives and planning for sustainable minerals and waste developments.

4.47. The cumulative positive economic and community benefits from the implementation of MWDF policies are difficult to assess quantitatively, and the indicators and targets contained in this section of the MWDF Monitoring Matrix were less specific than those identified for other subjects. Table 4.7 lists the relevant section of the Monitoring Matrix, which refers only to the implementation and operation of the infrastructure required for managing municipal waste, section 106 agreements and jobs created.

Subject	Indicator	Baseline value	Data year	Target or milestone	End 2013 Data
Strategic facilities	Municipal waste management facilities	Facilities identified	2009 - MWDF	2 MBT plants operational by April 2011	achieved mid 2013
	Strategic mineral resources	No entry in matrix	-	-	-
Benefits secured	Planning obligations agreed	1 (S106 for LLWR)	2009	No entry in matrix	
	Jobs created	No entry in matrix	-	-	-

Table 4.7: Performance of MWDF against economic and community benefits Monitoring Matrix

4.48. The AMR immediately following the adoption of the MWDF, noted that direct and indirect jobs associated with minerals and waste developments are not recorded, although the AMR covering 2011-2013 did provide some sample figures associated with particular developments. For example, 35 jobs were created at the two new MBT plants, which were granted planning permission in the period, 11 jobs were safeguarded by a planning permission at Baycliff Haggs Quarry (including those at the associated Kirkby Quarry), and a business supporting 40 jobs was said to be safeguarded by a planning permission at High Greenscoe Quarry.

4.49. Data on jobs created or safeguarded is taken from information provided by planning applicants, and not monitored or audited. However, it is clear that the many new planning permissions granted, and the minerals and waste facilities maintained in operation by permissions for time extensions or installation of new plant or equipment, support a great number of jobs in the county, both direct and indirect.

4.50. Benefits gained through Section 106 or other legal agreements have been highlighted in some previous AMRs. Such agreements do represent an achievement of the Planning Service, as they enable prevention or mitigation of adverse impacts from development, such as damage to highways or to habitat, and indicate a successfully negotiated agreement that enables development, and the associated jobs and other economic benefits, to be implemented.

4.51. Legal agreements, and other improvements to proposals negotiated by specialist minerals and waste planning officers, often also indicate successful outcomes of consultation with the local communities, especially Parish Councils and Local Members, and thus positive performance against Strategic Objective 10. Systems to record and monitor jobs created and safeguarded, and successful negotiations on mitigation and compensation, could form part of the ongoing monitoring of the new Local Plan, provided that the background to, and source of, the data is acknowledged.

Environment

4.52. A number of the MWDF Strategic Objectives referred to a balance between economic and environmental priorities, but two objectives were specific to environmental issues.

SO8: That the overall quality of Cumbria's environment will be protected and, where practicable, enhanced by high standards of design and operation

in new developments and high standards of restoration once developments have been completed.

SO9: That the environmental impacts of minerals and waste management developments, including traffic, will be kept to a minimum by appropriate siting of facilities and sound working practices and that any unavoidable harmful impacts will be mitigated.

4.53. The term 'environment' is quite broad and covers areas such as biodiversity, historic environment, water, air, soil and geodiversity. As such, there are a large number of adopted policies that are designed to protect and enhance the environment from the adverse effects of development. Some of the adopted policies are quite broad in their remit, whilst the rest of the policies are specific in what they are seeking.

4.54. The MWDF Monitoring Matrix listed the following policies as implementing these objectives: CS Policies 3 (community benefits) and 4 (environmental assets), plus GDC Policies DC1 (traffic and transport), DC2 (general criteria), DC3 (cumulative environmental impacts), DC8 (applications for new conditions), DC10 (biodiversity and geodiversity), DC11 (historic environment), DC12 (landscape), DC13 (flood risk), DC14 (the water environment), DC15 (protection of soil resources) and DC16 (afteruse and restoration).

4.55. However, only three indicators were listed in the matrix (see Table 4.8), and it was noted that national core output indicators on habitat and environmental assets were likely to change.

Subject	Indicator	Baseline value	Data year	Target or milestone	End 2013 Data
Flood Risk and Water Quality	PP granted contrary to EA advice	0		0	0
Significant adverse impacts or enhancements	Change in priority habitat on plan apps with EIA	No entry in matrix			
	Contribution to BAP targets	No entry in matrix			

Table 4.8: Performance of MWDF against environment Monitoring Matrix

4.56. The first indicator was intended to record the number of planning permissions granted contrary to Environment Agency (EA) advice on flooding and water grounds. Its purpose is to show numbers of developments that were potentially located where (i) they would be at risk of flooding or increase risk of flooding elsewhere and (ii) adversely affect water quality.

4.57. The target listed was zero, and this was achieved, with no planning decisions between 1 April 2009 and 31 December 2013 against objections from the EA. At least one major quarry application has been delayed due to the need to collect additional information required by the EA.

4.58. Impacts or enhancements to habitats and designated areas in Cumbria as a whole, not limited to those that might be affected by minerals and waste developments, can be seen in the tables on the condition of SSSIs available from Natural England. Table 4.9, and the associated pie chart, show that the vast majority of the SSSIs in Cumbria are in either favourable of recovering condition.

However, the percentage in these conditions in Cumbria, is slightly worse than for the whole of England.

	% meeting area of favourable or unfavourable recovering	Favourable	Unfavourable - Recovering	Unfavourable - No change	Unfavourable - Declining	Partially destroyed	Destroyed	Not Assessed
Area (ha) in Cumbria	132,578	57,006	75,573	4,409	1,533	9	31	28
% of Cumbrian SSSI area	95.66	41	54.5	3.18	1.11	0.01	0.02	0.02
% of SSSI in England	95.89	37.6	58.3	2.42	1.65	0.01	0.02	0.01

Table 4.9: Condition of SSSIs in Cumbria and England (source: Natural England[18])

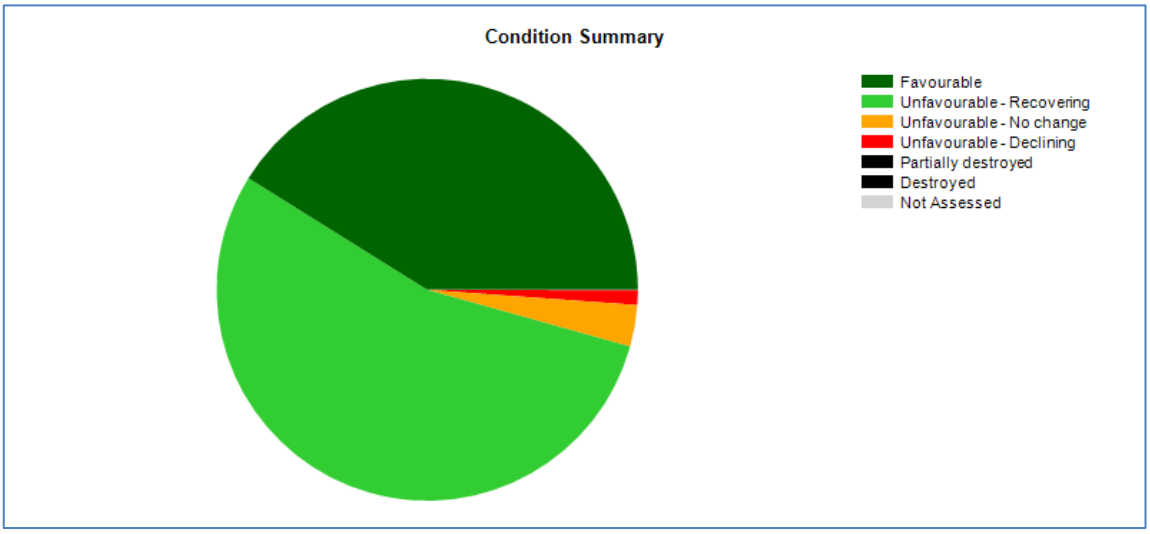

Figure 4.1: Condition of SSSIs in Cumbria (source Natural England[19])

4.59. The key indicator proposed to monitor impacts of the MWDF on designated areas and habitats was limited to examination of minerals and waste developments falling under the Environmental Impact Assessment Regulations, i.e. identified as likely to have a significant adverse effect. Eighteen of the applications determined between 1 April 2009 and 31 December 2013 required EIA; Habitats Regulation Assessment was also carried out where required. With the exception of one application that was refused planning permission, mitigation and/or compensation was secured for any adverse impacts. Enhancements to habitat have been more difficult to measure, as most are secured as part of restoration schemes that have not yet been implemented.

4.60. However, recording of predicted impacts on designated areas and priority habitats as noted in EIA's, and in reports on planning applications with EIAs.

18 https://designatedsites.naturalengland.org.uk/ReportConditionSummary.aspx?countyCode=9&ReportTitle=CUMBRIA

19 https://designatedsites.naturalengland.org.uk/ReportConditionSummary.aspx?countyCode=9&ReportTitle=CUMBRIA

Data availability is better than it was in 2009, and in the future, analysis of existing and proposed minerals and waste developments could track changes in those designated areas that are potentially affected by development.

Amendments to policies proposed following the 2014 AMR

4.61. The previous analysis also assessed the effectiveness of the policies in furthering the Strategic Objectives of the MWDF. Most policies appeared to be reasonably effective, but it was concluded that significant changes were required to five policies: CS9, which relates to waste; CS10, 11 and 12, which cover radioactive waste; and CS18, which relate to oil, gas and coal bed methane.

4.62. Further discussions with the Development Control Team also identified a need for three new policies to address noise, quarry blasting and dust, and two additional policies to address the use of inert waste for agricultural improvement and larger scale anaerobic digestion plants.

4.63. All of these matters have been taken forward in the Local Plan and further detailed assessment of the performance of the MWDF policies in 2014 is not considered to be required at this stage.

Local Plan Monitoring Framework

4.64. The monitoring framework for the Local Plan has not yet been finalised, but national policy and guidance now encourages a focused approach to monitoring, which is designed to assess whether policies are being effective and clear objectives being delivered.

4.65. The 2012 Regulations, for example, specify that information about delivery against any numbers included in policies about housing delivery is published in the Authority's Monitoring Report, along with reports on Community Infrastructure Levy.

4.66. Table 4.10 lists the policies in the draft Local Plan and how they relate to the Strategic Objectives.

Strategic Objective	Strategic Policy	Policy Name	Monitoring suggestions
ALL	SP1	Presumption in favour of sustainable development	Departures from the Development Plan Time to determine applications
	SP2	Provision for waste	Waste imports and exports Applications for managing “significant” volumes of waste from outside the county
	SP3	Waste capacity	Monitor use of the site allocations under SAP policies, and whether capacity of all facilities is adequate for changing needs
	SP4	Use of Best Available Technique	Criteria based policy – monitor times used
	SP5	Development criteria for low level radioactive waste sites	Criteria based policy – monitor times used
	SP6	High and Intermediate level radioactive wastes treatment, management and storage	Criteria based policy – monitor times used
SO4, SO5 and SO6	SP7	Minerals provision and safeguarding	Land banks for sand and gravel, crushed rock and high specification aggregates. Report through LAA Implementation of MSA protocol
	SP8	Strategic areas for new mineral developments	Monitor and report through LAA
	SP9	Marine dredged aggregates	Applications granted for new developments Annual landings of marine dredged aggregates
	SP10	Industrial limestones	Criteria based policy – monitor times used
	SP11	Peat	Planning applications granted for new peat extraction
SO1	SP12	Climate change mitigation and adaptation	Criteria based policy – monitor times used
SO7, SO8 and SO9	SP13	Economic benefit	Criteria based policy – monitor times used
	SP14	Environmental assets	Applications for major developments in AONBs Applications affecting environmental assets approved as exceptions under the policy
	SP15	Restoration and afteruse	Criteria based policy – monitor times used
	SP16	Section 106 planning obligations	Criteria based policy – monitor times used
	SP17	Monitoring and enforcing planning control	Numbers of enforcement files opened, closed, and actions taken

Table 4.10: Strategic Policies proposed for the draft Local Plan, and suggestions for monitoring framework

5. Managing Waste Sustainably

The 2014 Waste Needs Assessment (WNA) and future monitoring

5.1. The most recent assessment of waste arisings in Cumbria and available capacity for all types of management, treatment and disposal of waste, is the 2014 WNA conducted by Urban Vision on behalf of Cumbria County Council. The 2014 WNA was published in December 2014, based on 2013 data, much of it from the Environment Agency Waste Data Interrogators, issued September 2014.

5.2. The policies and site allocations in the Regulation 18 Consultation draft Local Plan (February 2015), were developed to provide sufficient future capacity, and flexibility to address the uncertainties identified in the 2014 WNA. Key draft policies for waste are: SP2 and SP3; DC7, DC10 and DC11; SAP1 and SAP2.

5.3. Draft policies related to radioactive waste are SP4, SP5, SP6, and SAP3. These are specialist matters, which were addressed in the WNA Supplement on LLW and are not discussed further in this AMR.

Potential monitoring and reporting schedule

5.4. Every Waste Planning Authority is required to provide sufficient information in its Authority Monitoring Report to answer the basic question about sufficiency of the waste infrastructure; however, it is also required to release relevant information in a timely manner, as soon as reasonable after it is available.

5.5. The Environment Agency (EA) usually publishes its Waste Data Interrogator (WDI) database for January to December waste movements in September of the following year. This would enable a revised WNA to be undertaken before the Publication draft of the Local Plan is finalised.

5.6. The AMR for a Waste Planning Authority must consider whether there is enough waste management or treatment capacity, and whether the Local Plan needs to be reviewed. At this stage of the Local Plan development, however, this involves examining the draft policies and allocations, and considering what further analysis may be required in the 2015 WNA.

5.7. This AMR is, therefore, an interim report, incorporating both ongoing development of the WNA model and baseline data, and changes in capacity that occurred as a result of planning permissions granted in 2014. It includes:

- a summary of the waste arisings by sector, with growth profiles, and current management mix; and
- capacity and key issues for waste infrastructure by type of facility.

5.8. Following the adoption of the Local Plan, the AMR is likely to be published each spring, incorporating the findings of a Waste Needs Assessment based on the previous year's waste arisings and changes in operational or planned capacity.

Waste arisings, current management and growth profiles

Local Authority Collected Waste

5.9. Local Authority Collected Waste (LACW) arisings in Cumbria in 2013 were 259.6 thousand tonnes (Kt), of which 239.2Kt was household waste. The

remainder of the LACW total consists of trade waste collected by the Local Authorities from (usually) very small businesses, and various sources such as street, gutter and park sweepings.

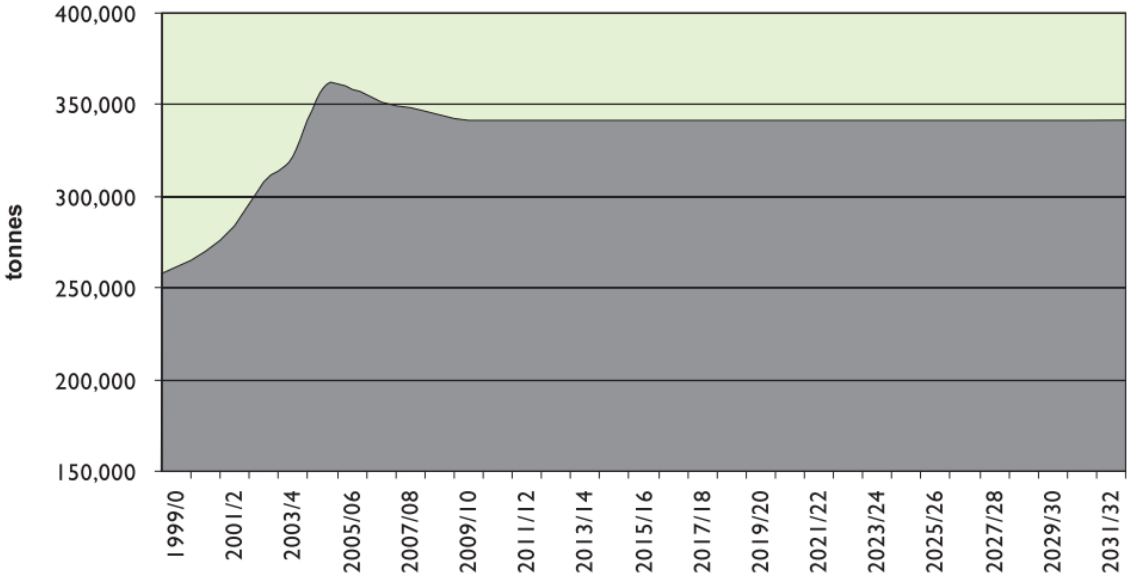

Figure 5.1: LACW municipal waste growth profile to 2032[20]

5.10. The growth profile for "Municipal Waste"[21] arisings predicted by the Cumbria Joint Waste Management Strategy (JMWMS) 2008-2020 is shown in Figure 5.1. This shows a peak above 350 Ktpa in 2004, reducing to approximately 340 Ktpa by 2009/10. Following this reduction, the JMWMS aspired to achieving zero municipal waste growth to 2030, i.e. that any economic or household growth would be balanced by waste reduction measures, both national and local. An update of the JMWMS is under discussion, but the timetable for production is not yet finalised.

5.11. The WNA model did not start from this approach, but included potential increases in LACW due to rises in housebuilding and consequent waste arisings, under four separate scenarios. The 2014 WNA assumed the highest rate of annual household growth (0.83%) and full occupancy of those houses (as opposed to allowances for second home or holiday use).

5.12. The first row in Table 5.1 shows the impact of such household growth on waste arisings if it were not balanced by any waste prevention measures, whether local, national or EU-wide. It should be noted that measures aimed at businesses, such as reducing packaging, also have a beneficial impact on reducing household waste per head.

5.13. The second row in Table 5.1 estimates LACW arisings if waste prevention measures are effective in reducing waste per household. It is considered most likely that arisings will fall between these estimates.

[20] Evidence Base document LD38: Cumbria Joint Municipal Waste Management Strategy 2008-2020
[21] Municipal Waste had a slightly different definition, and did not include the construction and demolition waste collected at HWRCs; in 2013, this amounted to approximately 7,000 tonnes

LACW reductions – but assuming maximum household growth	2015	2020	2025	2030
NO waste reductions per household	254.4	265.0	275.6	286.2
2% to 2020, 1% to 2025, 0% to 2030	244.4	230.1	227.5	236.3

Table 5.1: LACW waste growth profiles (Kt) 2015 -2030

5.14. The waste stream is managed under a contract with Shanks Ltd, which operates two Mechanical and Biological Treatment (MBT) plants, located near Carlisle and in Barrow. LACW is collected from the kerbside by the district authorities, and a network of Household Waste Recycling Centres (HWRCs) is operated by Cumbria Waste Management, a wholly owned subsidiary of the County Council.

5.15. Cumbria Waste Management also operates two non-inert landfills and a number of waste transfer and materials recovery facilities, which accept both LACW and other waste streams. Table 5.2 shows how LACW was being managed in 2013, with just over 100,000 tonnes of household waste being processed through the MBT plants, which each have an annual capacity of 75,000 tpa.

	Initial destination	Recycled or composted		Treated		Landfilled
		Recycled	Composted	RDF	Moisture Losses	
Household (HH) Waste:						
to MBTs	102,826	11,306	0	37,612	36,341	17,566
other destinations	136,368	58,293	43,022			35,053
Total HH	**239,193**	**69,599**	**43,022**	**37,612**	**36,341**	**52,619**
Non-Household:						
to MBTs	4,726	521	0	1,704	1,704	796
to other destinations	2,343	856	0	-129	0	1,616
to C&D facilities	13,372	13,372	0	0	0	0
Total non HH	**20,440**	**14,749**	**0**	**1,575**	**1,704**	**2,412**
TOTAL LACW	**259,634**	**84,348**	**43,022**	**39,187**	**38,046**	**55,031**

Table 5.2: LACW waste arisings in Cumbria and management fate 2013 (tonnes)[22]

5.16. Table 5.2 shows that approximately 40,000 tonnes of refuse derived fuel (RDF), which included approximately 1,500 tonnes of non-household waste collected by the Local Authorities, was produced from the MBT plants in 2013. Some of this was the higher specification solid recovered fuel (SRF), which can be burned as a fossil fuel substitute in cement kilns, but Table 5.2 does not distinguish between the two. Both treatments would be classified as “thermal treatment”.

5.17. Figure 5.2 shows the management/disposal or “waste fates” of the household element of LACW. The RDF was not treated within Cumbria, and the majority was shipped to Europe for use in appropriate facilities. However, Shanks has a contract to deliver 200,000tpa of RDF to the Ferrybridge Multi-fuel Facility[23] in

[22] Data from Cumbria County Council - Waste Data Flow
[23] http://www.shanksmunicipal.co.uk/news-story-p9.aspx?id=56

West Yorkshire, which would include the RDF from Cumbria MBT plants. Initial deliveries were in March 2015, and the plant should be fully operational by the end of 2015.

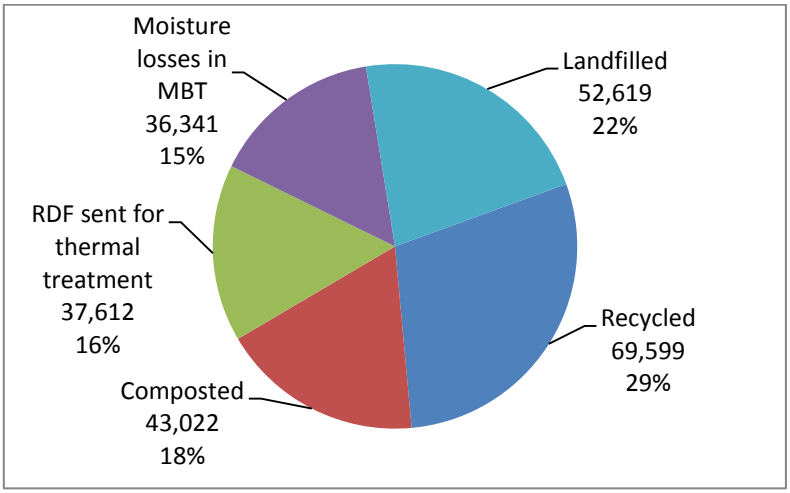

Figure 5.2: Cumbria Household Wastes – arisings and management 2013 source: Cumbria County Council 2013 – all figures in tonnes

5.18. The management mix for LACW is likely to stay within the parameters developed as part of the Cumbria JMWMS, and incorporated in the waste contract. These are reflected in the "Best Case" waste management mix to 2020, whilst the "Best case" to 2030 is based on the EU review of the waste directives, as proposed in 2014. This was withdrawn in February 2015, but alternative measures are under review.

5.19. The "pragmatic case" is set lower than the best case, and it is likely that the amount of waste to landfill across the whole Plan period will fall between the two estimates.

5.20. The 150 Ktpa combined capacity of the MBT plants, was designed to meet the maximum potential inputs, with significant "headroom". Table 5.2 shows that 107 Kt of waste was sent to the MBT plants in 2013, which was well below that capacity, although initial data indicates that this increased in 2014. It is considered unlikely that a significantly larger proportion of LACW could be sent through the MBT plants whilst still achieving the agreed recycling rates in the contract.

5.21. Need for landfill and other waste management facilities to accommodate LACW is addressed under the specific type of facility in paragraphs 5.56 to 5.93 of this AMR.

Commercial and Industrial Waste

5.22. Estimations of Commercial and Industrial (C&I) waste arisings are difficult, because producers of waste are not required to report directly, and facilities that receive the waste only have to record a limited range of information. The 2014 WNA estimated Cumbria C&I arisings as 685.4 Kt in 2013, using a method that extrapolated data from a survey of the NW region, which provided disaggregated data to investigate current and future need for waste management infrastructure.

5.23. An estimate of C&I arisings in 2013 based on a new method to establish national C&I arisings[24], gives a slightly lower total of 641.6 Kt. This estimate uses actual data from the 2013 WDI, but further analysis would be required to establish the sector where the waste arises.

5.24. Table 5.3 shows the 2013 baseline C&I waste arisings from Cumbria as estimated in the 2014 WNA, both by source sector and how it was managed.

	Recycling	Composting	Treatment (non-thermal)	Treatment (thermal recovery)	Treatment (thermal non-recovery)	Landfilled	Total tonnes
Food, drink and tobacco	44,068	20,002	3,728	263	312	22,670	91,042
Textiles/wood/paper/publishing	20,506	17	271	14	228	14,550	35,585
Power & Utilities	1,677	175	1	13	-	676	2,541
Chemical/non-metallic minerals mfg	16,405	1,986	4,394	104	2,102	11,709	36,700
Metal manufacturing	22,742	-	255	93	17	129,661	152,768
Machinery & equipment (other mfg)	29,845	-	225	24	24	5,373	35,492
Retail & wholesale	105,604	195	526	477	306	34,159	141,267
Other services	59,390	108	341	463	205	33,509	94,016
Public sector	18,801	50	1,810	901	4,079	20,812	46,453
Micro-businesses	24,885	1,757	901	183	567	21,303	49,597
TOTAL (all C&I wastes)	343,922	24,289	12,453	2,535	7,841	294,422	
TOTAL (C waste only)	208,679	2,110	3,579	2,024	5,158	109,783	331,334
TOTAL (I waste only)	135,243	22,179	8,875	510	2,683	184,639	354,129
TOTAL (all C&I wastes)	50%	4%	2%	0%	1%	43%	
TOTAL (C waste only)	63%	1%	1%	1%	2%	33%	
TOTAL (I waste only)	38%	6%	3%	0%	1%	52%	

Table 5.3: Sources and management mixes of C&I waste arisings from Cumbria 2013 (tonnes)

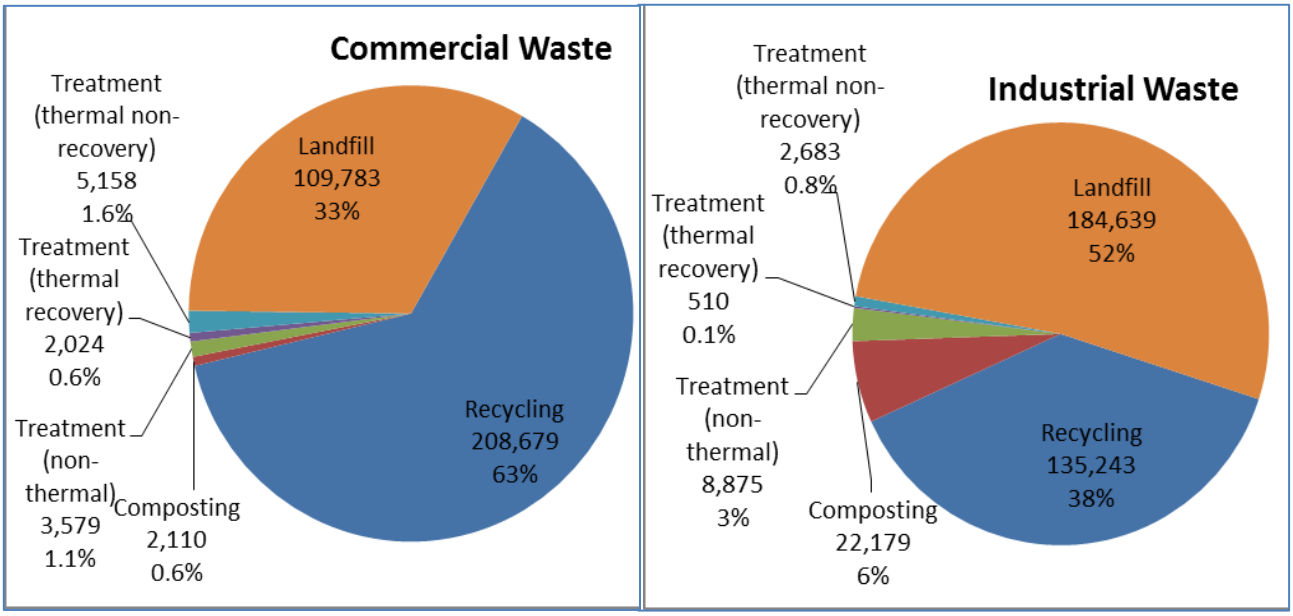

Figure 5.3: Fate of C&I wastes originating in Cumbria in 2013
source: Environment Agency Waste Data Interrogator 2013 – all figures in tonnes

5.25. Figure 5.3 shows the same data in a "pie chart", highlighting the different management and disposal mixes of the two types of waste, with commercial wastes being more likely to be recycled than industrial waste.

[24] Evidence Base document ND129: New methodology to estimate C&I waste generation, DEFRA, August 2014

5.26. The growth profile for commercial and industrial waste in the 2014 WNA was driven by Experian employment forecasts for the county. The changes predicted in different sectors gave rise to positive annual growth rates for commercial wastes, and negative growth rates for industrial waste.

5.27. The basic method does not take account of increases in efficiency of resource use, or decoupling of waste and GVA, as would be expected from voluntary and statutory measures towards a "circular" or "zero waste" economy. The WNA model, therefore, was set up to incorporate waste minimisation, with an initial minimisation rate of 2%, but only to 2020. These assumptions gave rise to the following growth profiles.

Commercial waste growth profile	**2015**	**2020**	**2025**	**2030**
NO waste minimisation factor	334.0	340.6	352.5	363.3
2% to 2020, 0% 2020 to 2030	320.8	295.9	306.2	315.6
Industrial waste growth profile				
NO waste minimisation factors	352.3	347.9	323.1	304.7
2% to 2020, 0% 2020 to 2030	338.4	301.9	280.4	264.4

Table 5.4: C&I waste growth profiles (Kt)
source: 2014 WNA model – all figures in tonnes

5.28. At the time of writing the 2014 WNA and the Regulation 18 draft Local Plan, an EU review of the various Waste Framework Directives was under discussion. As proposed, it would have had increased statutory waste prevention measures, and further waste minimisation to 2030 would have been expected. The review was finally withdrawn in February 2015, and a new EU Circular Economy Strategy is expected to be launched later in 2015.

5.29. Evidence of decoupling between waste arisings and GVA in the UK is reported in DEFRA's October 2013 report "Forecasting 2020 Waste Arisings", which quoted an annual fall of 5.5% of waste per unit GVA between 2003 and 2009. The document goes on to use an annual fall of 4% while the landfill tax escalator continues, and 1% thereafter.

5.30. The escalator ended in April 2015, as required by the March 2014 Budget, and the rate will now rise in line with inflation (based on Retail Prices Index (RPI)) to 5 April 2020. It may, therefore, be reasonable to apply a rate of 4% to 2015, and 1% thereafter, instead of 2% from 2013.

5.31. The effect of the waste minimisation factor is that the central estimate of the report predicts an overall drop in actual C&I waste arisings to 2020, in spite of predicted economic growth. The three forecast ranges are shown in Figure 5.4.

"the central forecast estimates C&I waste arisings in 2020 will be 43.9 million tonnes; this is lower than their 2009 levels"[25]

[25] Evidence Base document ND145: Forecasting 2020 waste arisings and treatment capacity, DEFRA, October 2013

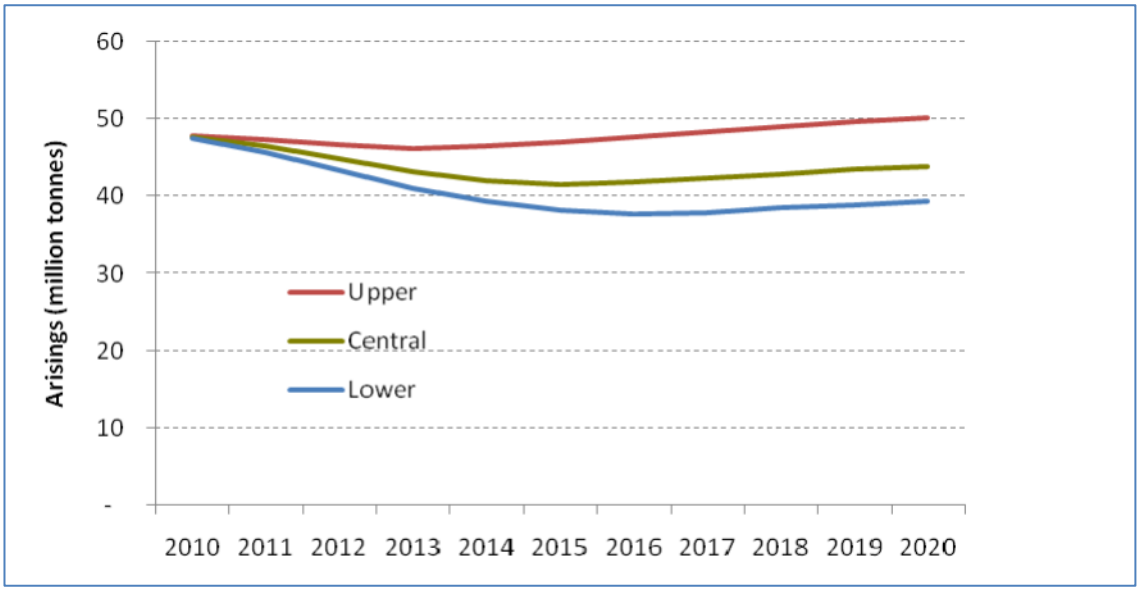

Figure 5.4: Forecast C&I arisings to 2020, England
Source: DEFRA October 2013

5.32. The 2015 Digest of Waste and Resource Statistics[26] also indicates an uncoupling of resource use from economic growth, and absolute reductions in C&I waste from 2004 to 2012, with an even deeper drop in 2009, which reflects the recession[27]. It is, therefore, considered reasonable to continue to model ongoing waste minimisation. The 2015 WNA should, however, investigate these profiles further.

5.33. The 2014 WNA model also sought to predict changes in waste management mix for C&I waste, incorporating into the WNA models upper and lower scenario for the development of increased waste management facilities, to move waste up the waste hierarchy and divert waste from landfill.

5.34. The upper scenario (best case) assumes more recycling and other recovery of value from waste, and therefore a greater need for waste treatment facilities, but a correspondingly lower need for landfill. The lower bound (or pragmatic case) represents the reverse situation. These management mix assumptions were taken from a 2011 Defra report[28], and represented a “Reference” (continuation of trends) and a “Sustainability Turn” scenario.

5.35. The combined C&I recycling plus composting performance in Table 5.3, is already 54%, only 1% below the “reference or pragmatic” prediction for 2020. Landfill performance at 43% is still well above the 24% predicted for 2020. This is because energy recovery for C&I waste in Cumbria has not yet developed extensively, but also because industrial sectors are stronger in Cumbria compared to commercial sectors than in the UK as a whole.

5.36. Although UK national Government seeks to remove or simplify unnecessary or burdensome regulation, further waste regulation requiring businesses to separate dry recyclables at source came into force in January 2015. The outcomes for

[26] Tables 1.5 -1.9: Digest of Waste and Resource Statistics 2015 Edition, Defra, January 2015
[27] Table 2.1: Digest of Waste and Resource Statistics 2015 Edition, Defra, January 2015
[28] Evidence Base document ND47: Economics of waste and waste management report, Defra 2011

recycling of C&I waste in the UK may vary considerably depending on whether the UK remains part of the EU.

Construction, Demolition and Excavation Waste

5.37. Arisings of Construction and Demolition (C&D) and Excavation (E) waste (505.4 Kt) in Cumbria, were derived from the EA's Waste Data Interrogator (WDI), including removal of double counting of wastes that are transferred through more than one facility. These will be re-assessed before the next draft of the Local Plan.

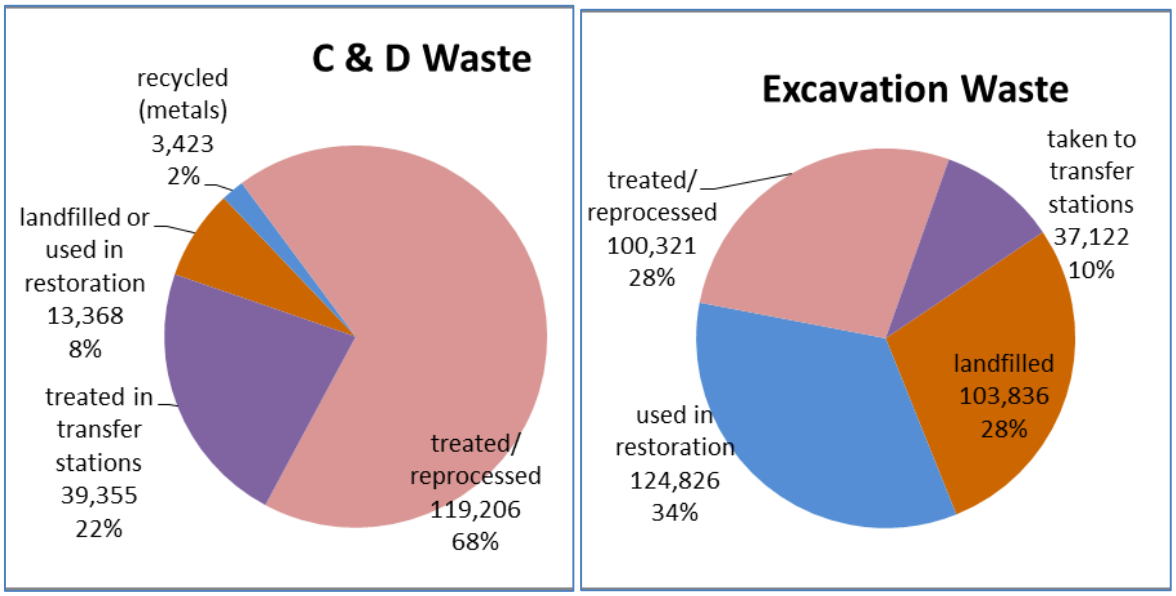

Figure 5.5 Fate of C&D and E Wastes originating in Cumbria in 2013
source: Environment Agency Waste Data Interrogator 2013 – all figures in tonnes

5.38. Construction and Demolition waste is subject to regulations that encourage increasing segregation of different materials at source, and it can also be used either on the site where it arises, or in restoration of other sites (under either Environmental Permits or exemptions).

5.39. The first chart in Figure 5.5 shows that management of C&D wastes is fairly sustainable, with only 8% of C&D wastes sent to permitted sites for disposal (i.e. landfill) or used in restoration, and 68% treated or reprocessed. A large proportion of this was to produce soil, which is a valuable resource.

5.40. The second chart shows that: 28% of excavation (E) wastes were disposed of to landfill; 34% used in restoration; 28% were treated or reprocessed (also mostly to produce soil); and 10% sent to transfer stations. Even if all of the waste sent to transfer stations was eventually deposited to landfill, this would give a maximum percentage of 38% of excavation waste to landfill.

5.41. The growth profile for C, D and E wastes in the 2014 WNA was driven by the same employment forecasts that were used in C&I waste, but without any waste minimisation, even though national planning guidance[29] points out that site waste management plans are having an impact on waste arisings. Planning Practice Guidance (PPG) suggests that Waste Planning Authorities assume a constant

[29] PPG paragraph 033, chapter 28, reference ID: 28-033-20141016

base rate of such arisings, with separate increases established in relation to major infrastructure and development. Both elements need to be re-assessed to inform the next draft of the Local Plan.

5.42. The 2015 LAA will also need to assess forthcoming major infrastructure development in Cumbria, in order to assess the quantities and timing of demand for aggregates in their construction. In addition, however, C&D waste, which is an increasingly useful source of aggregates, may arise from major development sites. Excavation waste from such major projects could also include crushed rock, with the potential to be utilised as aggregate. Developers are being encouraged to explore potential synergies between waste arisings and aggregate needs, and between the different developments, in order to minimise the need for inert waste disposal.

Hazardous Waste

5.43. Hazardous waste arising within Cumbria (27.8 Kt) was derived from the Environment Agency's Hazardous WDI, which records more data about the waste and is therefore easier to analyse. Imports and exports to and from the county were analysed in some detail in the 2014 WNA, which noted that 15.5 Kt of hazardous waste, including some imports, are currently managed in Cumbria.

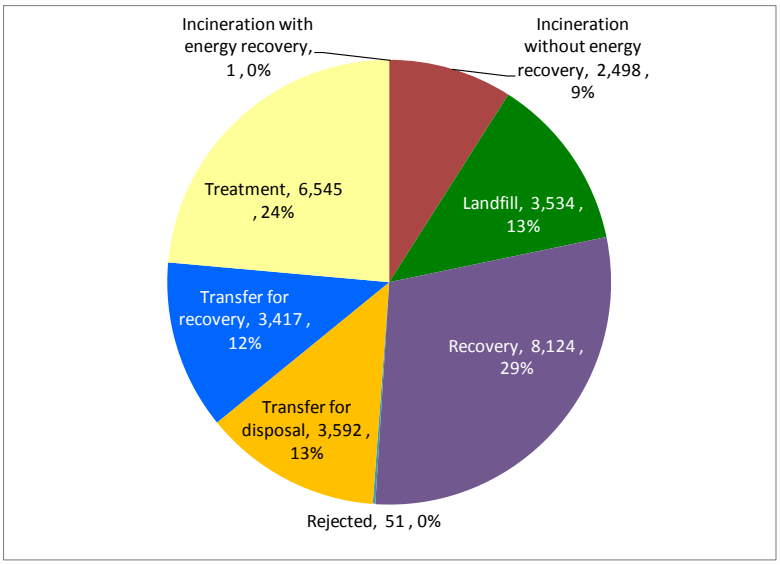

Figure 5.6: Fate of Hazardous Wastes Arising in Cumbria in 2013
source: EA Hazardous Waste Data Interrogator – figures in tonnes

5.44. The 2014 WNA analysed arisings, imports and exports from 2006, demonstrating a small annual fall, of about 0.65%, in waste remaining in Cumbria or being imported. Figure 5.6 shows the fates of hazardous wastes arising in Cumbria.

5.45. Some hazardous wastes are imported to Cumbria facilities, but significant quantities are exported to specialist facilities elsewhere in the UK, because there is a limited range of facilities in the county. The 2014 WNA argued that current, industry led, practice is moving hazardous waste up the waste hierarchy, and that there is little scope for the waste planning authority to influence provision.

Waste imports and exports

5.46. The Regulation 18 consultation draft Local Plan (February 2015) carries forward the concept of "net self-sufficiency" in managing other wastes, from the adopted MWDF. In order to make some assessment of whether this is being achieved, the County Council monitors waste imports and exports using the EA Waste Data Interrogator.

5.47. Tables of waste imports and exports in 2013 (including from Scotland) are included as Appendix C, and are summarised in Table 5.4.

2013 (all in tonnes)	Non-inert: Household and C&I	Inert: CD&E	Hazardous	TOTAL
EXPORTS	204,586	30,495	10,967	246,048
IMPORTS	88,098	205,112	4,120	297,330

Table 5.4: Comparison of controlled waste exports and imports to Cumbria, 2013
Source: Environment Agency WDI, 2013

5.48. The County Council has monitored waste exports since 2006 and, in 2013, (as part of its "Duty to Co-operate") contacted those Waste Planning Authorities that received significant tonnages of waste from Cumbria. The 2014 WNA also analysed waste exports from the county and developed a list of WPAs to be considered under the Duty to Co-operate. Of these, only one WPA, Bromley, had not been consulted in 2013. The waste sent there consisted of Refuse Derived Fuel (RDF), consigned to a facility that is now closed. It is unlikely that waste exports to Bromley will resume.

Developments in 2014 and early 2015

Review of waste planning applications

5.49. Between 1 January and 31 December 2014, the County Council received 33 planning applications relating to waste developments. Of these 33 applications, 30 (90.9%) were granted, one (3%) was refused, with one application (3%) withdrawn. One was still awaiting a decision at 1 April 2015, having submitted additional information.

5.50. One of the waste applications refused in 2013 was the subject of an Appeal against the decision, and the appeal was dismissed, thus upholding the refusal.

5.51. More detailed analysis was carried out on waste applications that were determined between 1 January and 31 December 2014. Of the 26 applications determined, 15 (57.7%) of these were determined by the Development Control and Regulation Committee, with the remaining 11 applications (42.3%) determined by planning officers using delegated authority. Of these 26 applications, planning permission was granted for 24 proposals (92.3%) and refused in 2 cases (7.7%). No applications were withdrawn.

5.52. Of the 26 applications determined, 11 (42.3%) were classified as 'major', with 15 (57.7%) applications classified as 'minor'. Two of the minerals applications determined in 2014 were classified as EIA development. The planning application types were apportioned as set out below:

- Full planning application 14 (53.8%)
- Section 73[30] planning application 9 (34.6%)
- Change of Use planning application 3 (11.5%)

5.53. The 26 applications were split across the six Cumbrian districts as follows:

- Allerdale 7 (26.9%)
- Barrow 3 (11.5%)
- Carlisle 2 (7.7 %)
- Copeland 8 (30.8%)
- Eden 2 (7.7%)
- South Lakeland 4 (15.4%)

5.54. A list of all these applications, together with a comment on any additional capacity permitted, can be seen as Appendix E2.

Review of current environmental permits issued by the Environment Agency (EA)

5.55. Appendix D is a list of environmental permits as at 31 March 2015. This has been used to establish whether waste facilities with planning permission have an environmental permit, and, therefore can be considered as operational.

Waste infrastructure capacity and potential capacity gaps

5.56. The AMR is required to assess whether the existing and planned waste infrastructure in the Plan area is sufficient to meet anticipated needs, bearing in mind potential closures and other developments. Given the current stage of development of the Local Plan, this section provides an interim analysis in the light of updated information. A full update to include waste arisings and inputs in 2014 will be developed when Environment Agency data is published later in 2015.

Non-inert landfill

5.57. The permitted non-inert landfill capacity in Cumbria was estimated in the 2014 WNA and model as 3,370,000 m^3. It is important to note, however, that some of the planning permissions expire within the Plan period, and utilisation of the permitted void space would depend on time extensions being permitted.

5.58. Table 5.5 provides updated information, based largely on the Environment Agency landfill void data for the end of 2013. The totals given in the first column have been reduced by 25% to take account of capping and fill, and are close to the estimates for the end of 2013, used in the 2014 WNA.

5.59. A planning permission (2/13/9007) was granted in 2014 at Lillyhall landfill, which quoted a non-inert capacity of 980,000m^3, and the application sought a reduction from the capacity in the previous planning permission. However, it appears that the 996,654 m^3 non-inert capacity derived from the void permitted by the EA was already based on the reduced working plan.

5.60. Planning permission 2/13/9007 also acknowledges the potential deposit of Very Low Level Radioactive Waste (VLLW) in a dedicated cell of the landfill, which, if

[30] A Section 73 planning application can be made to vary or remove a condition attached to a planning permission

used for that purpose, would further reduce the non-radioactive, non-inert capacity at Lillyhall.

Site	Expiry Date	Non inert voidspace (m^3)	
		Total capacity[31]	Adjusted non-inert capacity
Bennett Bank	2017	68,114	50,000
Flusco	2032	1,137,219	1,137,219
Hespin Wood	2020	1,153,869	1,153,869
Lillyhall	2029	996,654	590,000 (reduced to reflect VLLW inputs)
TOTAL		**3,355,856**	**2,931,088**

Table 5.5: Non-inert landfill void capacity as at end 2013, adjusted for Lillyhall planning permission 2/13/9007, and estimated inputs at Bennett Bank

5.61. The decision notice for the planning permission includes a condition that limits annual inputs of VLLW to 26,000m^3, which gives a total potential loss of non-inert, non-radioactive, waste of 390,000m^3 over the 15 years of the permission. If the maximum permitted inputs of VLLW were disposed of at Lillyhall landfill, this would reduce the capacity available for the non-inert waste stream to 590,000m^3. The adjusted figure in column 2 is based on the planning permission rather than the EA permit.

5.62. In addition, a Section 73 planning application to amend the restoration plan for Bennett Bank landfill was received in June 2015, which indicates that it will close in 2017 as in the current planning permission, and no further time extension for the planning permission will be sought. Further capacity of 200,000m^3, in cells which had planning permission, but apparently not an environmental permit, would be relinquished as part of the proposals. The capacity in column 2 is adjusted.

5.63. The highest estimate for non–inert void space required to 2030 generated by the 2014 WNA model was 3,382,000m^3 and the lowest was 2,248,000m^3; a shortage of void space could arise (under these assumptions) as early as 2025, even if a time extension were to be approved at Hespin Wood. The lower estimate however, leaves a void space of around 400,000m^3 at 2030.

5.64. Whilst these are estimates that need to be re-assessed, it is clear that satisfactory non-inert landfill provision for the Plan period is dependent on a time extension at Hespin Wood, or alternative additional provision elsewhere. It is also highly possible that some additional void space will be required within the Plan period, and ongoing provision after 2030 should not be ignored.

5.65. There are four key uncertainties about how much of the capacity in Table 5.5 will be available for the Plan period and the years following:

- how much of the permitted capacity at Bennett Bank will be utilised before closure in 2017;
- will any other landfill seek to reduce its capacity and close early;

[31] EA permitted void space (end 2013) – reduced by 25% to allow for capping and fill

- will a planning application be submitted to extend the life of Hespin Wood landfill, and will that be permitted;
- will a planning application be submitted to extend the life of Lillyhall landfill, and, if not, how much void space will be remaining at closure.

5.66. These are all financially based decisions over which the Waste Planning Authority has little influence. If the "circular economy" aspirations and waste reduction or diversion measures are successful, waste inputs to landfill will reduce further and their economic viability could become problematic.

5.67. Alternatively, additional facilities could be required either before, or soon after the end of the Plan period. It is not known for certain whether any other additional void space could, or would, be developed at any of these sites later in the Plan period.

5.68. Capacity at Hespin Wood landfill, for example, was significantly reduced in order to create a site for one of the two MBT plants in 2008, and could, in theory, be reinstated if the MBT plant came to the end of its useful life at the end of the municipal waste contract. The planning permission expires on 31 December 2039, with a condition to remove the plant and restore the site by that date.

5.69. The Regulation 18 consultation draft Local Plan (February 2015), addressed the findings of the 2014 WNA by seeking to incorporate flexibility with respect to planning applications for time extensions at non-inert landfill sites, and for additional capacity if supported by objective evidence of need.

5.70. This approach would appear to remain valid in the light of information contained in this AMR, but it is recommended that further sensitivity analysis of the assumptions in the 2014 WNA should be undertaken before the next stage in the Local Plan (Publication version). If possible, this analysis should be based on EA data for the end of 2014, when it becomes available.

Inert landfill

5.71. Three sites with inert landfill capacity (covered by current EA permits) were listed in Table 9.2 of the 2014 WNA, and are included as the first three sites in Table 5.6 below. Additional permitted capacity at Flusco was included later in the Plan period, coming on stream as progressive restoration of the quarry. This gave a total inert void space of 2,181,000m^3.

5.72. The volumes are based on permitted void space in quarry restoration schemes; however, a lower estimate of 120,000m^3 has been estimated for Derwent Howe, due to the imminent expiry date and likely issues over the original restoration scheme.

5.73. The key uncertainties about how much of the inert waste capacity will be available for the Plan period are:

- will a planning application be submitted to extend the life of Derwent Howe or Roan Edge operations, and will those be permitted;
- will planning applications be submitted for further mineral extraction at any of the sites, creating further void space.

Site	Void space used in WNA model	Estimate: end 2014	Year of Expiry
Derwent Howe	557,300	120,000	2016
Roan Edge	210,700	210,700	2016
Goldmire Quarry[32]	1,173,000	1,173,000	2042
Silver Fields Flusco[33]	240,000	240,000	2032
TOTAL	**2,181,000**	**1,743,700**	

Table 5.6: Inert landfill void capacity (m^3) as at end 2013, adjusted

5.74. It is also unclear how much inert waste disposal might arise due to restoration or construction projects over the Plan period. In 2013, as shown in Figure 5.3, 124,826 tonnes (34%) of E waste was used in restoration or recovery and only 28% landfilled (10% was sent to transfer stations and may have been landfilled subsequently).

5.75. Table 5.7 lists the current[34] EA environmental permits for restoration or recovery, which would be the destinations for such wastes. These projects are for construction, restoration of old quarries, agricultural improvement or landscape schemes, and indicate an inert void space of up to 300,000m^3 (the volume:weight ratio is approximately 1:1.5), plus un-quantified tonnages defined as land recovery. It should be noted, however, that EA permits are an upper limit, and tend to overstate the volume that is actually deposited.

Site	Operation type	Quantity permitted
Distington Golf Club	Land Recovery	Not quoted
Silvertop Quarry	Reclamation	<100,000
Whitehaven Golf Course	Reclamation	<100,000
Faugh no 1 Quarry	Reclamation	<50,000
Overby Quarry	Land Recovery	Not quoted
Port of Millom	Land Recovery	Not quoted
Whitehaven Development Site Restoration	Land Recovery	Not quoted
Rose Garth (subsidence infill)	Reclamation	<100,000
Newland Farm	Land Recovery	Not quoted
Dixon Hill Quarry	Reclamation	<100,000
TOTAL		**450,000 tonnes**

Table 5.7: Inert waste disposal permitted by the EA, March 2015

5.76. If only the "landfill" component of excavation waste is included in forward predictions, the WNA model calculates a required capacity of approximately 1,350,000m^3, which would leave 400,000m^3 void space at the end of the Plan period, although ongoing capacity would be required.

5.77. The actual figure for required void space may be higher, because it may not be prudent to assume that 125,000 tonnes of land recovery capacity will be available in each year, and additional inert waste arising at new major infrastructure must also be taken into account. However, cost, including landfill

[32] capacity at Goldmire Quarry is linked to continuing extraction to create void; it is not yet receiving waste
[33] inert capacity at Flusco is linked to mineral extraction to create void; it is not yet receiving waste
[34] Cumbria Permitted Waste Facilities, Environment Agency, March 2015

tax and transport, does provide a driver for excavation waste re-use in construction, land recovery and restoration, especially if suitable locations can be found in proximity to arisings.

5.78. The volumes and timing of inert waste arisings from the National Grid's North West Coastal Connections project, and the proposed new nuclear power station at Moorside, are not yet clear, but need to be monitored. The emerging National Grid route includes a tunnel under Morecambe Bay, but this will not be confirmed until later in 2015, and the volumes of spoil, and whether they would arise in Lancashire or Cumbria, is not yet known.

5.79. It is clear, therefore, that policies SP3 and DC10 of the Local Plan need to be flexible enough to address potential additional inert capacity, possibly through amendment of more quarry restoration plans to incorporate inert waste disposal.

Other waste management capacity and facilities required

5.80. The operational waste management capacity in Cumbria, other than those types discussed above, as at the end of 2013, is shown in Table 5.8, together with the capacity that was expected to open before 2020. Examination of consents and permits granted in 2014 shows that the MRF and Transfer Station predicted for 2015 have been implemented. These were classified as handling LACW, but actually also handle C&I waste.

5.81. The total figure cannot be directly related to the total quantities of waste arisings in Table 5.1, because waste may pass through several types of facilities. The 2014 WNA model also tabulates facilities with temporary expiry dates, which are deducted from the available capacity at the appropriate date, and examines the size and timing of potential capacity gaps arising for the different types of facility.

5.82. Further capacity permitted by the EA under waste management exemptions totalled: 15,080,000 tonnes for agricultural activity; 1,702,000 tonnes for non-agricultural only; and 6,497,000 tonnes for mixed agricultural and non-agricultural activity. However, neither exempt arisings nor capacity have been included in the baseline or predictions, and this is considered to be a consistent and proportionate approach.

Mixed recycling

5.83. The 2014 analysis showed an apparent capacity gap for mixed recycling for C&I waste but a very large over-capacity for mixed recycling facilities for LACW. In practice, most of the county's largest mixed recycling facilities accept both waste streams, and there is no current pressure for additional facilities.

5.84. One Materials Recovery Facility projected to close in 2019 has already closed, but the planned replacement has opened as scheduled. One transfer station closed due to a fire in 2014; however, temporary arrangements, including a temporary building, have been permitted and implemented. Both of these facilities handled LACW and were managed by Cumbria Waste Management, the wholly owned subsidiary of the County Council, and essential provision was not significantly affected.

Facility Type	Open in 2013	2014	2015	2016
Clinical waste incinerator				
Composting (closed)	10,000			13,000
Composting (open - LACW)	37,500			
Composting (open)	87,500			
EfW (mixed)				
EfW (wood & biomass)				
Household Waste Recycling Site	321,654			11,000
Mobile plant				
Recycling (C&D)	505,811			
Recycling (ELVs)	292,197			
Recycling (Metals)	92,996			
Recycling (MRF - LACW)	92,999		50,000	
Recycling (MRF)	261,119			
Recycling (reprocessors)				
Recycling (tyres)	19,999			
Recycling (WEEE)	74,999			
Transfer stations (C&D)	205,998		75,000	
Transfer stations (clinical waste)				
Transfer stations (hazardous)	427,326			
Transfer stations (non-haz - LACW)	77,949			
Transfer stations (non-hazardous)	67,499			
Treatment (C&D)	150,000			
Treatment (hazardous)	55,000			
Treatment (non-hazardous LACW)	210,000			
Treatment (non-hazardous)	414,987			
Treatment (waste water)				
TOTAL	**3,405,534**			

Table 5.8: Summary[35] of Cumbria operational & planned waste management capacity
source: EA data on waste permits, and CCC planning applications

Inert (C, D and E) waste recycling

5.85. The key processing facilities for aggregate production from inert waste recycling, and the tonnage of aggregate produced, are monitored through the Local Aggregates Assessment (LAA). However, this is a waste as well as a minerals issue, and the 2014 WNA highlighted one transfer station for inert waste, at Greenscoe Quarry, which has a planning permission that expires in 2025.

5.86. No capacity gap was identified in the 2014 WNA, but this should be kept under review.

Composting

5.87. Two composting facilities have temporary planning permissions, expiring in 2021 and 2019, and a capacity shortfall would develop if the time extensions were not applied for and granted. The larger facility, processing 75,000 tpa of municipal and C&I green waste, is within the Hespin Wood waste management complex. The consent was linked to the expiry of the landfill consent, on which, as already discussed in this AMR, ongoing non-inert landfill capacity is heavily dependent. The MBT plant within the Hespin Wood complex has consent until December 2039.

[35] Table 9.1, Cumbria WNA Report, 2014

5.88. The expiry date of the Eden Organics Composting facility (processing up to 25,000 tpa of largely agricultural green waste), was originally linked to the expiry of Thackwood clay extraction consent. The facility is open windrow, but also has a liquid waste processing facility within a modern building.

5.89. Future AMRs should monitor whether planning applications for time extensions are submitted or approved. The February 2015 draft Local Plan did include these two sites in the total number of sites requiring future provision (policy SP3), although the suitability for composting, of specific sites in policy SAP2, would need to be addressed at planning applications stage.

Thermal treatment capacity

5.90. A capacity gap of 35,000 tpa for LACW refuse derived fuel from the MBT plants is identified in the WNA model, and a current gap of 10,000 tpa, rising to 88,000 tpa by 2020, is identified for thermal treatment for the C&I waste stream.

5.91. Whether or not this leads to a demand for a new facility within Cumbria depends on: a) what annual capacity of plant is economically viable; b) whether Shanks progress to supply Cumbrian RDF to Ferrybridge MF EfW plant for the duration of the Plan period; c) whether a joint LACW/C&I "merchant" facility could be established; or d) whether businesses set up, possibly smaller, facilities adjacent to the source of their waste arisings.

5.92. Policy SP3 in the February 2015 draft Local Plan, included potential need for EfW facilities in its estimated provision of 8 sites. Policy SAP2 listed 8 sites for a range of waste management facilities without specifying what facility would go on each site. Only one of the site allocations, Kingmoor Park in Carlisle (CA31), was originally suggested by the owner with an EfW in mind.

Household Waste Recycling Centres (HWRCs)

5.93. Four HWRCs are identified as potentially closing within the Plan period, but only two new sites are allocated in the draft Local Plan, for the reasons tabulated in Table 5.9.

SITE name	**Expiry date**	**Replacement proposed?**	**Reason**
Canal Head (Kendal)	2017	YES – SL1B	Regeneration aspirations for the site
Flusco (near Penrith)	2016	NO	Modern site adjacent to a landfill with permission to 2032; time extension first option
Redhills Quarry (Millom)	2019	NO	Alternative facilities available
Yeathouse Quarry (Frizington)	2016	YES – AL37	Small site in open countryside; adjacent landfill now closed

Table 5.9: Household Waste Recycling Centres (HWRCs)

5.94. Policy SP3 in the Regulation 18 consultation draft Local Plan (February 2015) committed to identifying replacement sites for those facilities that the waste disposal authority has elected to replace, and the two sites referred to in Table 5.9 are identified in Policy SAP1 of the draft Local Plan.

5.95. Planning permission for a facility on AL37, replacing the Frizington HWRC, has been granted but not yet commenced, and no planning application has yet been submitted for SL1B, the proposed replacement site for the HWRC at Kendal.

5.96. No site has been allocated for a replacement for the Penrith HWRC, as a planning application for a time extension is anticipated.

5.97. Future monitoring should focus on whether:

- a planning application is submitted to align the Penrith HWRC closure date with the adjacent landfill site;
- development at the permitted site at Lillyhall commences;
- the new HWRC development at Kendal proceeds as currently planned.

5.98. Allocation of alternative sites through a Local Plan review would need to be considered if any of the three actions above did not take place at the appropriate time.

Summary of actions recommended

5.99. A review of the Waste Needs Assessment (WNA) will be done in late 2015, the results of which will be used to inform development of the Minerals and Waste Local Plan policies and supporting text. The review of the WNA should take account of the latest available data from the Environment Agency's Waste Data Interrogator and changes to existing waste capacity in Cumbria.

5.100. The new Minerals and Waste Local Plan will set out a new monitoring framework to allow the performance of policies to be assessed. It is recommended that this framework is specific to the policies and plan objectives in the new Plan, rather than being too general.

6. Ensuring an adequate supply of minerals

Review of mineral planning applications

6.1. Between 1 January 2014 and 31 December 2014, the County Council received 16 planning applications relating to minerals developments. Of these 16 applications, 12 (65%) were granted and two more (12.5%) were granted subject to legal agreements, which as at 17 April 2015 were still unsigned. No applications were refused, but two applications (6%) were withdrawn.

6.2. One of the minerals applications refused in 2013 has been the subject of an Appeal against the decision, and this has not yet been determined at the time of writing this AMR.

6.3. More detailed analysis was carried out on minerals applications that were determined between 1 January and 31 December 2014. Of the 12 applications determined, seven (58.3%) of these were determined by the Development Control and Regulation Committee, with the remaining five applications (41.7%) determined by planning officers using delegated authority. Planning permission was granted for all (100%) of the proposals, with two of the 12 (16.7%) being granted subject to legal agreements that secured lorry routing agreements and repairs to the highway, if required. No applications were refused and none were withdrawn.

6.4. Five (41.7%) of the minerals applications determined in 2014 were major and seven (58.3%) were minor. None were classified as EIA development. The planning application types were apportioned as follows:

- Full planning application 6 (50%)
- Section 73 planning application 6 (50%)[36]
- Renewal of Minerals Planning application (ROMP) 0 (0%)
- Change of Use planning application 0 (0%)

6.5. The 12 minerals applications were split across the six Cumbrian Districts as follows:

- Allerdale 4 (33.3%)
- Barrow 1 (8.3%)
- Carlisle 4 (33.3%)
- Copeland 0 (0.0%)
- Eden 2 (16.7%)
- South Lakeland 1 (8.3%)

6.6. A list of all these applications, together with a comment on any additional capacity permitted, can be seen in Appendix E1.

[36] A Section 73 planning application can be made to vary or remove a condition attached to a planning permission

Joint annual Local Aggregates Assessment 2014

6.7. In September 2014, Cumbria County Council published the joint Local Aggregates Assessment (LAA) with the Lake District National Park Authority[37]. This document outlined the demand for and the supply of aggregates in Cumbria, and was based on data, provided by minerals operators, relating to the 2013 calendar year.

6.8. Paragraphs 4.34 to 4.44 of this report focus on the minerals indicators included in the MWDF Monitoring Matrix, whilst this section of the AMR provides more detail from the 2014 LAA, together with updated information about the supply of and need for minerals in the county. The 2015 LAA is intended to be published in July or August 2015, and will be based on data for the 2014 calendar year.

6.9. Cumbria has 14 working crushed rock quarries (two of which are partly within the Lake District National Park) and 11 working sand and gravel quarries; the county is self-sufficient in aggregates and also supplies other markets, primarily in southern Scotland and in the north of England. Some quarries in Cumbria produce high or very high specification roadstone, which has a regional and national market.

6.10. The 2014 Joint LAA demonstrated that Cumbria, as of December 2013, had an adequate landbank of sand and gravel reserves, approximately 8.5 years higher than the national requirement of 7 years. The landbank for crushed rock was approximately 25.8 years higher than the national requirement of 10 years.

6.11. The LAA also identified separate landbanks for limestone, and sandstone and igneous rocks, with a further sub-category for high and very high specification roadstones, and these are shown in Table 6.1.

	Limestone	**All sandstone & igneous**	**All crushed rock**	**Land won sand and gravel**
Reserves at end 2013 (million tonnes)	**99.17**	**21.86**	**121.03**	**9.89**
10-year average sales to 2013 (thousand tonnes)	2.35	1.04	3.38	0.64
landbank (in years)	42.2	21.0	35.8	15.5
landbank end	early 2056	end 2034	late 2049	mid 2029

Table 6.1: Aggregate landbanks in Cumbria at the end of 2013
source: Cumbria and LDNPA LAA - supporting information, 2013 data

6.12. Therefore, the LAA concluded that Cumbria is not experiencing a shortage of supply of any of the types of aggregate produced in the county. However, the LAA also tabulated the expiry dates of the quarries in Cumbria, which

[37] the Joint Local Aggregates Assessment is available to view online at: http://www.cumbria.gov.uk/planning-environment/policy/minerals_waste/MWLP/LAA.asp

demonstrated that all the sand and gravel planning permissions expired before 2029, and some expired considerably earlier than that. Since the end of 2013, a number of sand and gravel quarries have been granted planning permission for further time extensions, and further areas for extraction have been proposed. See Table 6.2.

Location	Expiry date	Notes
Low Plains	30.09.2011	Time extension to 2033 approved on Appeal in 2015
Bonnie Mount	31.12.2014	Application for physical and time extension expected. Screening Opinion issued.
Peel Place	26.04.2018	Recent time extension consent – Area of Search for future extraction proposed in draft Local Plan
Low Gelt	31.12.2019	Potential for time extension to be submitted
Brocklewath	31.08.2021	Sold in 2013
High House	31.12. 2021	
Faugh No.2	31.12.2022	Area of extraction and reserves reduced in 2012 due to lack of demand/viability
Kirkhouse	28.07.2023	
Faugh No.1	30.06.2024	Mothballed – but time extension to 2024 granted in 2014
Cardewmires	1.12.2025	Area of Search for future extraction proposed in draft Local Plan
Overby No.2	31.12.2026	Area of Search for future extraction proposed in draft Local Plan
Roosecote	28.05.2029	Preferred Area for future extraction proposed in draft Local Plan

Table 6.2: Sand and gravel quarries in Cumbria at the end of 2014

6.13. The information about sales and reserves collected in the annual aggregate survey, which informs the LAA data survey, is on a confidential basis. It is, therefore, not possible to quantify with accuracy how much sand and gravel would drop out of the landbank in a particular year, or in any specific area. Neither does the aggregate survey distinguish between the different types or grades of sand and gravel used for various purposes (e.g. concreting and asphalt). However, it is considered that the table above does support the view that adequate supplies of sand and gravel are available in Cumbria at the current time, and planning permissions for time extensions have been progressed.

6.14. The LAA also considered the potential for supply shortages in some areas of Cumbria, but, for the reasons explained above, information is not available to analyse this quantitatively. However, consideration of the location of reserves in relation to the market they serve, and the dispersed settlement pattern and transport routes, did highlight a key issue related to Roosecote Quarry near Barrow, which has a planning permission to 2029, but operates on an annual licence from the land-owner.

6.15. Alternative supplies for the Barrow area, in the far south west of the county, would have to be sourced from quarries in Eden or Lancashire, potentially 70 miles away, or from Peel Place Quarry in Copeland, which has limited reserves

in the currently permitted area. This issue has been addressed in the draft Local Plan, and informs the proposed site allocations at Peel Place and Roosecote.

6.16. Although the reserves of crushed rock in Cumbria are very high, there are a number of factors that need consideration:

- potential revision of reserves at some major limestone quarries;
- availability of high specification aggregates;
- the number of quarries located in or partly within National Parks and other landscape designations;
- proposed major infrastructure development that may require aggregates for their construction.

6.17. There is some potential for downward revision of general crushed rock reserves, if dormant limestone quarries with planning permissions to 2042 are reassessed by their owners, or other operational quarries develop amended plans. This needs to be kept under review through the LAA process.

6.18. The second issue above relates to aggregates with specific properties and qualities that are essential for high skid resistant roadstone. High and very high specification aggregates (HSA and VHSA) are found in a limited number of locations in the UK, and the three quarries in Cumbria represent a nationally or regionally important resource. Separate data collection of sales and reserves has enabled a distinct landbank to be developed, which currently lasts to 2031.

6.19. There is also a risk of planning permission not being granted for time extensions for quarries within National Parks and other landscape designations, because this is discouraged by National policy. PPG paragraph 144 says that "when determining planning applications, local planning authorities should, as far as is practical, provide for the maintenance of landbanks of non-energy minerals from outside National Parks, the Broads, Areas of Outstanding Natural Beauty and World Heritage sites, Scheduled Monuments and Conservation Areas.

6.20. In theory this could affect five of the 14 working crushed rock quarries in Cumbria, two of which are partly within the Lake District National Park, one is within the Arnside and Silverdale AONB and two are in the North Pennines AONB. In addition, the Yorkshire Dales National Park contains High Specification Aggregates quarries that currently supply a national market, and pressure on Cumbria HSA quarries could increase if these where not to continue. This has been taken into account in the draft Local Plan by proposing further allocations.

Location	Geology	Expiry date	Notes
Ghyll Scaur	igneous VHSA	31.12. 2021	Physical and time extension to 31.12.2045 approved, subject to legal agreement, on 7.01.2015
Roan Edge	sandstone HSA	31.12. 2038	High Specification Aggregate. Additional area of extraction proposed in draft Local Plan
Holmescales	sandstone HSA	21.02. 2042	High Specification Aggregate – mothballed. Additional area of extraction proposed in draft Local Plan

Table 6.3: High Specification Aggregates quarries in Cumbria at the end of 2014

6.21. In the short term, there are a number of major projects likely to need aggregate supplies from Cumbria. The new M6 to Heysham link road is already underway in north Lancashire, and at least one Cumbrian quarry is contracted to supply coated roadstone. Dong Energy offshore wind farm[38] is a major renewables project at Walney, Barrow, due to commence construction in 2017. The development could require up to 5.5 Mt of crushed rock[39] over the period 2017-2018. Rock may be sourced from outside Cumbria, but this issue needs to be kept under review. The very large landbank for crushed limestone would suggest that sales could be increased if that limestone was suitable to meet the technical and environmental requirements of this project. The sandstone and igneous (not including HSA/VHSA) landbank is smaller (with a projected end date of 2041).

6.22. Five further infrastructure projects that have been identified for the 2014-15 financial year[40] are located in Cumbria: four concern road pinch points and one is for flood defence. If the proposed new nuclear power station at Moorside, on the west coast of Cumbria, and National Grid's North West Coastal Connections 400kV power line go ahead, they are projected to be constructed before 2020. Although aggregate requirements have not yet been quantified for these two projects, there could be a significant ongoing need for sand and gravel in west and south west Cumbria.

6.23. A further major project, also in south west Cumbria, is a key upgrade at the Port of Barrow, scheduled to continue for 8 years. United Utilities' water supply network project in West Cumbria is also scheduled for completion within the Plan period, and there may be a consequent need for locally sourced aggregates.

6.24. The LAA also showed that there is the potential for increased marine dredged aggregates, as the annual marine dredging rates are below those that are permitted.

Review of minerals site allocations

6.25. The record of minerals applications received and determined does not demonstrate any specific planning problems arising from the lack of adopted site allocations, but mineral operators have proposed either Preferred Areas or Areas of Search that they consider are required to ensure long term provision of supplies. These have been considered through the Local Plan process and the Regulation 18 consultation draft Local Plan (February 2015) includes additional proposals for site allocations, as well as proposed site allocations for Safeguarding Areas for railheads and wharves likely to be appropriate for minerals (or waste) use.

6.26. Future AMRs will assess any planning permissions granted within these site allocations, and also any planning permissions submitted on any unallocated sites, in order to assess the performance of the new Local Plan.

[38] Major new renewables projects, DECC, April 2014, https://www.gov.uk/government/news/government-unveils-eight-major-new-renewables-projects-supporting-8500-green-jobs
[39] Walney Extension Offshore Wind Farm – Environmental Statement, June 2013
[40] Projected infrastructure starts and completions in 2014-15, HM Treasury, April 2014, https://www.gov.uk/government/news/pm-and-chancellor-welcome-36-billion-infrastructure-projects

7. Working with Others

Requirements

7.1 Section 110 of the Localism Act 2011 amends section 33 of the Planning and Compulsory Purchase Act 2004 to include the Duty to Co-operate. This addition requires local planning authorities to demonstrate that they have constructively, actively and consistently engaged relevant stakeholders in the preparation of a Local Plan. The compliance with this legal requirement must be satisfactorily demonstrated at the independent examination of the Local Plan.

7.2 Cumbria County Council is currently preparing a detailed report on how it meets the Duty to Co-operate requirement. This report will be available when the County Council submits its Local Plan to the Secretary of State for Examination.

7.3 Part 8 of The Town and Country Planning (Local Planning) (England) Regulations 2012, states that "where a local planning authority has co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report". Therefore, this chapter summarises the co-operative work undertaken with other stakeholders during the preparation of the Local Plan.

Cumbrian authorities

7.4 Cumbria County Council works closely with the Cumbrian district authorities (Allerdale Borough Council, Barrow Borough Council, Carlisle City Council, Copeland Borough Council, Eden District Council and South Lakeland District Council), the Lake District National Park Authority and the Yorkshire Dales National Park Authority.

7.5 During the preparation of the Local Plan, Cumbria County Council has held meetings with officers from the district authorities, in order to discuss the content of the Minerals and Waste Local Plan, and to discuss the progress on their Local Plan preparation. This allowed the County Council to identify any potential conflicting issues between the Local Plans, as well as the officers being able to ask questions about draft policies and allocations. All of these meetings were minuted and the minutes were sent to the district authority for their agreement.

7.6 These meetings were highly productive and allowed the County Council to explain the draft policies and allocations prior to the draft document being released for consultation. It also allowed the district authorities to inform the County Council of potential issues that might arise during the consultation process.

7.7 The County Council has also worked with the district authorities to ensure that the necessary Minerals Consultation Area is/will be included in their Local Plans. This allows the County Council to ensure that Minerals Safeguarding Areas are protected, so that these non-renewable resources are not needlessly sterilised. By agreeing the Minerals Consultation Area with the district authorities, it means that the Minerals and Waste Planning Policy Team are consulted on non-minerals planning applications that might have an impact on the identified

mineral resources. The Team has been consulted by a number of district planning authorities on planning applications that are located in the designated Minerals Consultation Area.

7.8 An officer from the Minerals and Waste Planning Policy Team also attends a quarterly meeting called the Development Plans Officers Group (DPOG). This group consists of planning policy officers who represent each of the district planning authorities and the Lake District National Park. More recently, officers from adjoining authorities (e.g. Lancaster, Durham and Northumberland) have either attended or participated via e-mail exchange. This group provides a forum for sharing ideas of best practice, as well as hearing talks from specialists in different areas (e.g. Environment Agency, Royal Society for the Protection of Birds, Cumbria Association of Local Councils). The meetings also provide the opportunity to discuss progress with development plan preparation and to keep the group updated on any cross-boundary issues.

Waste

7.9 Cumbria is part of the North West Waste Network. This is an informal group made up of North West waste planning authorities, which meets every four months. This is an opportunity for waste planning officers, and a representative from the Environment Agency, to meet to discuss best practice and any cross-boundary issues.

7.10 As part of the Duty to Co-operate, Cumbria County Council recognises the need to work across local authority boundaries. As shown in chapter 5, Cumbria exports and imports waste to and from a number of different waste planning authorities. As these waste movements have the potential to impact upon waste management facility provision in both Cumbria and the other waste planning authorities, it was considered important to write to certain authorities to establish what the future demands will be upon waste management facilities in Cumbria.

7.11 In order to determine which waste planning authorities to write to in relation to the waste Cumbria exports, a selection process was undertaken with the following two criteria:

- using the export data from 2006-2012, identify authorities that usually receive very little or no waste from Cumbria, but in recent years there was an anomaly and a relatively large amount was received from Cumbria;
- using the export data from 2006-2012, identify authorities who consistently receive a significant (over 500 tonnes) amount of waste from Cumbria.

7.12 From this selection, 50 waste planning authorities were identified for contact. This included writing to four Scottish waste planning authorities (Dumfries and Galloway, East Lothian, Falkirk and South Ayrshire). Whilst Scotland does not have a Duty to Co-operate, it was considered important to write to them, given the amounts of waste involved.

7.13 The responses we have received from these local authorities will be assessed in order to identify any potential waste facility infrastructure capacity shortfalls, which need to be considered during the preparation of the Local Plan.

7.14 The County Council examined waste exports from 2006 to 2013 and contacted other Waste Planning Authorities (WPAs) whose facilities were consistently receiving significant quantities of waste from Cumbria. There were no significant concerns or issues raised, but the points noted were recorded in a separate report which is referred to in this AMR.

7.15 The 2014 WNA also analysed waste exports from the county and developed a list of WPAs to be considered. Of these, only one WPA, Bromley, had not been consulted in 2013, and the waste sent there consisted of Refuse Derived Fuel (RDF), consigned to a facility that is now closed. It is unlikely that waste exports to Bromley will resume.

7.16 The export of RDF from Cumbria is the one key issue that might imply a current lack of suitable infrastructure in the Plan area. The RDF from MBT plants in Cumbria in 2013 has, in the past, been exported to Europe by sea, after being baled at the MBT plant. However, information from Shanks plc, the operator of the MBT plants, confirms that it is now being sent to an appropriate thermal facility within the UK.

7.17 Cumbria County Council also responds to local authorities who write to the authority as part of the Duty to Co-operate. For example, Cumbria County Council has responded to letters about waste movements from North West London, Kent and Hampshire. This is important, as it provides the Council with information about predicted waste movements coming into Cumbria, which will need to be included in our future plans.

Minerals

7.18 Throughout the preparation of the Local Aggregates Assessment, the County Council has liaised with mineral operators across the county. This enabled the County Council to obtain the necessary information in relation to aggregate sales and reserves. This information is critical to the Minerals and Waste Local Plan, as it enables the County Council to calculate landbanks for different aggregates. In turn, this enables the County Council to determine if Areas of Search or Preferred Areas should be allocated to meet predicted future demand within the Plan period.

7.19 The 2013 Local Aggregates Assessment was produced jointly with the Lake District National Park Authority. This was due to the fact that published information about sales and reserves for the quarries in the National Park cannot be separated from those for the county as a whole.

7.20 In order to share information and gather data at a regional level, the County Council was a member of the North West Regional Aggregates Working Party, which was comprised of the minerals planning authorities located in the North West of England. The group met at least once a year, with officers from each of the North West minerals planning authorities, as well as a representative of the Department for Communities and Local Government, the Environment Agency, the Minerals Products Association and the British Aggregates Association. Since the demise of Regional Planning Bodies, all Regional Aggregate Working Parties ceased. However, a North West Aggregates Working Party continued to meet on an informal basis until the replacement Aggregates Working Party was established in 2013, which now meets twice a year.

7.21 The County Council works closely with adjacent minerals authorities, such as the Yorkshire Dales National Park Authority, North Yorkshire County Council, Northumberland County Council, Lancashire County Council and Durham County Council, over the future of their quarries and the movement of minerals between the administrative areas. The County Council also liaises with other local authorities who write to us under the Duty to Co-operate about minerals movements.

Responses to consultations from other authorities

7.22 When consulted, Cumbria County Council has provided responses to draft Local Plans produced by other authorities, where the interests of Cumbria could be affected. For example, the County Council has responded to consultations from North Tyneside Council, Cheshire East Council and North Yorkshire County Council, as these authorities did not provide information on the management of very low level radioactive waste from establishments such as hospitals or education facilities within their areas. The responses from Cumbria encourage these authorities to consider the management options for this waste stream, rather than assume that the waste could be transported to Cumbria for management. The Low Level Waste Repository in Cumbria is a finite resource and there are alternative options to this highly engineered facility for the management of such waste.

Statutory consultees

7.23 The Minerals and Waste Planning Policy Team liaise regularly with internal colleagues such as Development Control, Historic Environment, Highways and Transport. As part of the formal consultation process, the County Council consults a number of key bodies including: Environment Agency; English Heritage; Natural England; Civil Aviation Authority; Office of Rail Regulation; Marine Management Organisation; Cumbria Local Enterprise Partnership; the two Local Nature Partnerships in Cumbria; Network Rail; United Utilities; town and parish councils; and the Royal Society for the Protection of Birds. Any responses received from these stakeholders to the draft Local Plan consultations have been assessed by the County Council and taken into consideration in the re-drafting of the Local Plan content.

8. Conclusion

8.1. This section summarises the significant findings from this Monitoring Report, as well as identifying policy changes, which will need to be considered in the preparation of the new Minerals and Waste Local Plan.

Waste

8.2. The 2014 Waste Needs Assessment report and model, demonstrated that total capacity for non-inert landfill required over the Plan period will depend on the success of waste prevention measures, and whether economic and regulatory pressures will continue to divert waste from landfill. This is particularly true for Commercial & Industrial waste, as Local Authority Collected Waste has already undergone a radical change in management mix and further gains will be harder to achieve; however, even current baseline C&I waste arisings cannot be accurately assessed. Estimates of void space requirements from 2013 to 2030 ranged from 2,248,000 m^3 to 3,382,000 m^3.

Minerals

8.3. A superficial glance at the length of the aggregate landbank, suggests that this is considerably longer than the minimum landbanks set out in NPPF for crushed rock and sand and gravel. However, closer inspection of permissions at the individual quarries reveals that permissions at sand and gravel quarries expire before 2029, with some expiring long before that date. Potential reassessment of reserves at quarries producing crushed rock, as well as the potential that quarries within the National Park would not be granted further planning permissions, could impact on the landbank for crushed rock.

Policy performance

8.4. Through monitoring of planning permissions, it can be seen that new, suitable sites for minerals and waste developments are being permitted. It is recommended that these new sites are included in the baseline data for work on the new Minerals & Waste Local Plan, e.g. that new waste sites are included in the baseline waste management capacity for the Waste Needs Assessment update and that any new minerals permissions feed into the Local Aggregates Assessment.

APPENDICES

Appendices

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Relevant European and UK legislation and policy guidance

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Appendix A

Policy Context

1. Since the adoption of the current MWDF, there have been a significant number of changes to planning policy, both at a national and a regional level. The text below identifies the current policy and guidance that affect the County Council as a Minerals and Waste Planning Authority, and this includes a number of key changes since the current Minerals and Waste Development Framework was adopted in 2009.

EU Waste Framework Directive (2008/98/EC)

2. Waste planning authorities play a role in implementing the following Articles of the Waste Directive in England:

- **Article 4:** Waste Hierarchy
- **Article 13:** Protection of human health and the environment
- **Article 16:** Principles of proximity and self-sufficiency
- **Article 28:** Waste Management Plans
- **Article 34:** Periodic Inspections

3. In addition, all planning authorities have a role in implementing Articles 4 and 13. Articles 13, 16 and 34 are implemented in Part 6 of the Waste (England and Wales) Regulations 2011. Implementation of the remaining Articles relies on local planning authorities discharging specific statutory responsibilities under the planning system.

Waste (England and Wales) Regulations 2011 as amended

4. This Statutory Instrument (SI 2011/988) transposes the 2008 EU Waste Framework Directive into legislation for England and Wales.

5. This was the subject of an amendment in October 2012, where Regulation 13 was replaced, to state that waste collection authorities must collect waste paper, metal, plastic and glass separately from 1 January 2015. This amendment was entitled the Waste (England and Wales) (Amendment) Regulations 2012.

6. The Regulations encourage those who produce waste to drive it up the waste hierarchy, in order to reduce the amount of waste being sent to landfill. Although the County Council is not the waste collection authority in Cumbria (this function is carried out by the six Districts), as the County Council is the waste disposal authority, it will need to be aware of the Regulations and, in co-operation with the Districts, plan for facilities to accommodate the recycling and recovering of waste.

Waste Management Plan for England

7. This document was published in December 2013, and sets out how waste should be managed in order to efficiently use it as a resource, minimise its impact and support industry. It covers requirements set out in the revised Waste Framework Directive and the Waste (England and Wales) Regulations 2011.

8. There is strong emphasis placed on driving waste up the hierarchy in this document, as by doing this, there are great environmental and financial benefits. Natural resources can be used more prudently and the costs of waste treatments and disposal can be reduced.

9. In order to reduce the carbon miles associated with dealing with waste, the document refers to the Waste Framework Directive's 'proximity principle'. In order to be able to achieve the aims of this principle, waste planning authorities should use planning policy to ensure that waste facilities are located in appropriate places, where there is the greatest need, and at the right time. There is clear commitment from the Government to reduce the amount of waste going to landfills in the future. Waste planning authorities should ensure that they have the necessary facilities in place to deal with increases in recycling and recovery.

10. The Waste Management Plan for England did not introduce new national waste policies, because at the time of its publication these were contained in Planning Policy Statement (PPS) 10. However, PPS10 was withdrawn in October 2014 and replaced by the National Planning Policy for Waste Planning (see below).

Waste Prevention Plan for England

11. This document was also published in December 2013, and highlights the savings to be realised by Local Authorities through the reduction in waste generated by households. It also focuses on minimising the generation of waste, making best use of resources and recovering value from waste, which makes sense for the business sector.

12. The document does not contain significant or fixed targets for waste reduction, for municipal or commercial and industrial waste, which are in any case embedded in the EU Directive, but seeks to encourage good practice and voluntary initiatives with the business sector.

National Planning Policy for Waste

13. This document, published in October 2014, replaced PPS10, and sets out the requirements and duties of waste planning authorities in developing their Local Plans, monitoring and assessing those Plans, and determining planning applications.

14. The document re-asserts the duties on all local planning authorities to base their Local Plans on robust analysis of the best available data and information, to appraise options, and work collaboratively with other planning authorities. However, it applies these duties specifically to waste, with detailed requirements to identify the existing waste management facilities available, predict waste arisings over the Plan period, and then consider needs for additional facilities, including those of national or more than local significance.

15. Waste planning authorities are required to identify sites and or areas for new or enhanced waste management facilities in appropriate locations, applying specific policy objectives such as: moving waste up the waste hierarchy; the proximity principle; utilising waste heat from energy from waste plants; and prioritising previously developed land. The criteria for assessing sites are also set out in the document.

16. The document content has been incorporated in the online PPG, with additional guidance and comment.

National Planning Policy Framework

17. The National Planning Policy Framework was published on 27 March 2012 as part of a wider government attempt to simplify the planning system. The National Planning Policy Framework consolidated most of the existing Planning Policy Guidance Notes and Planning Policy Statements into one document, and introduced the presumption in favour of sustainable development. This was a significant change to national planning policy, which required a substantial revision of the adopted Minerals and Waste Development Framework.

18. Guidance and policy on minerals is contained in Section 13 (paragraphs 142-149) of the National Planning Policy Framework. The document provides policy guidance on the facilitation of the sustainable use of minerals, the preparation of Local Plans and the considerations needed to be taken when determining a planning application. The NPPF places emphasis on planning and preparing for a steady and adequate supply of both aggregates and industrial minerals.

19. No waste specific policies were included in the NPPF as these were, at the time, set out in PPS10.

20. The County Council must also take other aspects of the NPPF into account, both in the formation of planning policy and in its decision making on planning applications. There are a number of core planning principles that are relevant for these statutory functions of the County Council, including: supporting the local economy; protecting and enhancing the natural and historic environment; the presumption in favour of sustainable development; and supporting the transition to a low carbon future.

21. Originally the NPPF was accompanied by Technical Guidance, but this has since been superseded, and most of the content incorporated in the online Planning Practice Guidance (see below).

Planning Practice Guidance

22. On 6 March 2014, the Department for Communities and Local Government (DCLG) launched a planning practice guidance (PPG) web-based resource. PPG includes direction for minerals policy previously contained in many Minerals Planning Guidance (MPG) and Minerals Policy Statements (MPS), although a small number of these are still extant. The guidance includes: proximity of mineral workings to communities; dust emissions; noise emissions; stability in surface mine workings and tips; restoration and aftercare of mineral sites; and calculating landbanks for aggregate and industrial minerals.

23. Guidance on planning for hydrocarbon development was also incorporated into PPG from March 2014.

24. The online PPG is updated regularly, and the incorporation of the National Planning Policy for Waste in October 2014, as Section 28 of PPG, was a significant change to national planning policy guidance for waste.

25. PPG now provides detailed and practical guidance to Local Planning Authorities in dealing with waste matters, within the policy framework provided by the EU Waste Framework Directive, the NPPF and the Waste Management Plan for England.

26. The guidance focuses on providing sustainable waste management through positive planning, meeting the requirements of EU Waste Framework Directive and the 2011 Regulations, which brought them into force in England and Wales. The guidance refers to both the self-sufficiency and proximity principles, and explains how each waste planning authority should apply these aims, whilst also ensuring that existing capacity is used effectively and efficiently, and local flexibility is maintained to enable increased recycling without resulting in local overcapacity.

27. The guidance also sets out how waste planning authorities should prepare a Local Plan, based on a robust evidence base, working collaboratively with other waste planning authorities to plan for cross-border waste movements and any necessary national waste management requirement. The PPG provides advice on: identifying the need for waste management facilities; providing sufficient sites for new waste development; determining waste planning applications; and monitoring and reviewing waste activities in their area.

28. The policy and guidance for waste planning authorities that constituted a clarification of PPS10, or were for application of the new system for Local Plans, in particular the development of a more robust but proportionate evidence base, was anticipated in the preparation of the Local Plan. However, the early site selection and consultation stages of the Local Plan were completed prior to 16 October 2014 and could not be amended retrospectively without major delays to the Local Plan process.

The National Policy Statement for Waste Water

29. In March 2012, this framework document for planning decisions on nationally significant waste water infrastructure was published by DEFRA. It relates to construction or alteration of waste water treatment plants, where the development would have the effect of increasing capacity by:

- construction of waste water treatment plants with a capacity exceeding a population equivalent of 500,000 when constructed; or
- alterations to waste water treatment plants that have the effect of adding the same extra capacity.

30. The NPS states that there will be a need for new and improved waste water infrastructure to complement the increased use of sustainable drainage systems. Any new, nationally significant waste water infrastructure will support sustainable development, protect public health, protect environmental quality and improve water quality. In addition to this, the Government is aiming to reduce water consumption, to reduce the demand for waste water infrastructure and to apply the waste hierarchy to reduce, re-use and recycle water resources.

31. Planning applications for such facilities would be considered as Nationally Significant Infrastructure Projects (NSIPs) in accordance with the Planning Act 2008. Development that is associated with infrastructure falling within the above thresholds, and matters ancillary to them, are also covered by this NPS, which

sets out Government policy on the need for such infrastructure, the factors for examination and determination of applications, and the generic impacts to be considered.

The National Policy Statement for Hazardous Waste

32. This document was published in June 2013, and is a framework document for planning decisions on nationally significant hazardous waste infrastructure. It relates to construction or alteration of facilities, where the development would have the effect of increasing capacity for hazardous waste by:

- in the case of landfill or deep storage facility, by more than 100,000 tonnes per year; or
- in any other case, by more than 30,000 tonnes a year.

33. This NPS seeks to manage hazardous waste whilst: protecting human health; protecting the environment; driving waste up the waste hierarchy; encouraging areas to be self-sufficient in waste provision and to use the proximity principle; and minimising the effects of climate change.

34. The NPS identifies the need for additional hazardous waste management facilities in the future. Planning applications for such facilities would be considered as NSIPs in accordance with the Planning Act 2008. The document sets out Government policy, the need for such facilities, assessment principles and generic impacts.

The Town and Country Planning (Local Planning) (England) Regulations 2012

35. On 6 April 2012, the Town and Country Planning (Local Planning) (England) Regulations 2012 came into force. These Regulations updated previous Statutory Instruments that set out how local planning authorities should prepare and consult on their Local Plans.

36. Part 4 of the 2012 Regulations outlines the form and content of the Local Plan and the Policies Map. Regulation 10 outlines what matters the Local Plan must have regard to. These include: policies developed by a local transport authority; the need to protect recreational areas and areas of particular sensitivity or interest; and the national waste management plan. As Cumbria is adjacent to Scotland, the National Planning Framework for Scotland must also be taken into account.

37. Prior to preparing the Local Plan, Regulation 18 states that consultation should take place on what the Local Plan should contain, with prescribed bodies, general consultation bodies that the local planning authority considers appropriate, plus appropriate residents and businesses in the area. During the preparation of the Local Plan, the local planning authority must take into account any representation made to them during the Regulation 18 consultation period.

38. When the local planning authority is ready to submit the Local Plan to the Secretary of State for Examination, under Regulation 19, the local planning authority must make available the proposed submission documents and the statement of representations. All of those who were consulted on the document under Regulation 18 must be notified of the intention to submit the document, and be provided with a list of where the documents can be viewed. Under

Regulation 20, representations can be made to the local planning authority on the submission document.

39. Regulation 22 relates to the submission of the documents to the Secretary of State for Examination. The submission document must be accompanied by a Sustainability Appraisal, a submission Policies Map and a statement summarising the consultations carried out under Regulations 18 and 20.

40. Regulations 23-26 outline the process of the independent Examination, the publication of the recommendations of the Inspector and the adoption of the Local Plan.

41. Regulation 34 of the 2012 Regulations outlines the responsibilities of local planning authorities when it comes to preparing monitoring reports. Part of Regulation 34 is irrelevant to Cumbria County Council, as it is a Minerals and Waste Planning Authority and, as such, does not have responsibility for housing or neighbourhood planning. The relevant parts of the Regulation for the County Council, which will be included in this Monitoring Report, are:

- 34(1)(a-c) – a monitoring report must contain: the title of local plan documents; the timetable of preparation for local plan documents as identified in a development scheme; the stages that documents have reached in their preparation; reasons why preparation might have slipped behind schedule; and the details of any documents adopted in the monitoring year.
- 34(2)(a-b) – if a local planning authority is not implementing an adopted policy, they must explain why it is not being implemented and details of how they will seek to secure its implementation.
- 34(6) – where a local planning authority has carried out its Duty to Co-operate, details must be included in the monitoring report.
- 34(7) – a local planning authority must make information available as soon as possible at their offices and online.

Nuclear Decommissioning Authority (NDA) Strategy 2011-2016

42. The NDA Strategy for the period 2011-2016 is shortly to be reviewed, but is relevant for the Local Plan. Most of the document relates to the strategy and commitments of the NDA itself; however, the Strategy sets out four key principles that should inform strategic decisions about radioactive waste management. These are:

- risk reduction is a priority;
- centralised and multi-site approaches should be considered where it may be advantageous;
- waste should be minimised;
- the Waste Hierarchy should be used as a framework for waste management decision making.

Managing Radioactive Waste Safely (MWRS)

43. In June 2008 DEFRA, together with BERR and the devolved administrations of Wales and Northern Ireland, published a White Paper. Subtitled “A Framework for Implementing Geological Disposal”, it set out a proposed way forward for

disposal of higher activity radioactive wastes, and the voluntarism and partnership approach to be used in site selection.

44. A further White Paper, entitled "Implementing Geological Disposal", was published by DECC in July 2014, setting out a revised way forward for developing a Geological Disposal Facility, including the Government's intention to amend the Planning Act 2008, to bring GDFs in England within the definition of Nationally Significant Infrastructure Projects. This was enacted in March 2015.

45. The White Paper also sets out the intention to conduct a national geological screening exercise to consider what level of information is already available, and how this relates to a safety case for a GDF and to help the developer engage openly with interested communities. Further work with experts and stakeholders is proposed, to develop the detail of community representation mechanisms in the siting process, a test of public opinion prior to final decisions and community investment.

<u>UK Strategy for the Management of Solid Low Level Radioactive Waste from the Nuclear Industry</u>

46. This document was produced in August 2010, to provide a framework to ensure that solid low level radioactive waste from the nuclear industry can be managed in a flexible, safe, environmentally acceptable and cost-effective way. Where communities may be affected by radioactive waste management activities, open and early dialogue is required and all options must be explored.

47. The focus of the management of solid low level radioactive waste will be upon reducing the environmental impact. It is considered important that the current capacity of the Low Level Waste Repository, near Drigg in Cumbria, is preserved and used prudently. Where it is practicable, the waste should be driven up the waste hierarchy. Where this is not possible and disposal is, as a last resort, considered necessary, the effects on people and the environment should be minimised. Producers of the waste should take into account the proximity principle and consider the lifecycle environmental and social benefits of all options, before deciding how to manage the waste.

48. Local waste authorities should use this strategy as guidance when preparing and reviewing their waste management planning strategies. Local waste authorities should have early dialogue with waste managers and facility operators, in order to constructively identify the needs for radioactive waste management throughout the Plan period, and to ensure that planning policies are fit for purpose.

49. The document specifically refers to Sellafield and the production of a significant amount of low level waste from this site. Sellafield Ltd., in close co-operation with the Nuclear Decommissioning Authority, has developed its own strategy for the management of low level waste at the Sellafield site.

<u>Strategy for the Management of Solid Low Level Waste from the Non-Nuclear Industry in the United Kingdom</u>

50. This document, produced by the Department of Energy and Climate Change (DECC), was released on 12 March 2012. It provides a strategy for the management of solid low level waste arising from the non-nuclear industry (e.g.

hospitals, pharmaceutical sector, research and education establishments). The strategy does not introduce new concepts, policies or requirements; it provides guidance and background information on solid low level waste from the non-nuclear industry and clarifies the roles of those involved in producing and handling the waste.

51. Those producing the waste are encouraged to work with environment agencies to ensure appropriate application of the waste hierarchy. Waste planning authorities should also work with environment agencies on the issuing of environmental permits.

52. The strategy is designed to ensure that the existing network of waste management facilities is being used in an optimum manner. There is a requirement for waste planning authorities to be aware of the non-nuclear industry radioactive waste disposal requirements in the preparation of their Local Plans, and to provide the necessary facilities where required. If necessary and feasible, a waste planning authority should work with other waste planning authorities to share facilities.

National Policy Statements on Energy

53. The National Policy Statements set out, or will set out, Government policy on different types of national infrastructure development. There are three overarching topics for the 12 designated or proposed National Policy Statements - these are: energy; transport and water; waste water and waste. These policies are applied in the development of nationally significant infrastructure.

54. In July 2011, the Department for Energy and Climate Change produced the Overarching National Policy Statement for Energy (EN-1). It sets out the Government's policy for the delivery of major energy infrastructure, in order to move to a secure, low carbon energy system. This policy is supported by a number of other National Policy Statements (EN-2 to EN-6), which are technology specific. Two of these are the National Policy Statement for Renewable Energy Infrastructure (EN-3) and the National Policy Statement for Nuclear Power Generation (EN-6).

55. NPS EN-3 was produced by the Department of Energy and Climate Change in July 2011. It works in conjunction with NPS EN-1, to outline how nationally significant renewable energy projects will be assessed. NPS EN-6, along with NPS EN-1, is the primary decision making document for use by the Infrastructure Planning Unit of the Planning Inspectorate, when considering development consent applications for the construction of new nuclear power stations. Sellafield is identified as a potentially suitable site for the deployment of a new nuclear power station before 2025. There is specific reference to the potential, positive cumulative effects with the nuclear site at Heysham, nearby in Lancashire, and the potential long-term effects on visual amenity, given its proximity to the Lake District National Park.

North West of England Regional Spatial Strategy

56. The North West of England Regional Spatial Strategy (NWRSS) consisted of the North West of England Plan Regional Spatial Strategy and the North West Regional Economic Strategy. The NWRSS was revoked on 20 May 2013.

Cumbria County Council's Council Plan – 2014-2017

57. The County Council's Council Plan for 2014-2017 came into effect on 1 April 2014 and sets out the priorities and proposed actions for the Council until 2017. The priorities are:

- to safeguard children, and ensure that Cumbria is a great place to be a child and grow up;
- to enable communities to live safely and shape services locally;
- to promote health and wellbeing, and tackle poverty;
- to protect and enhance Cumbria's world class environment;
- to provide safe and well maintained roads and an effective transport network;
- to promote sustainable economic growth, and create jobs;
- to support older and vulnerable people to live independent and healthy lives;
- to be a modern and efficient council.

58. These priorities are consistent with the overall strategy and strategic objectives of the draft Minerals and Waste Local Plan, which supports these aspirations, particularly those related to the environment and sustainable economic growth, but also health and wellbeing, and the safety of communities and the road network.

59. The emerging Plan contains site allocations based on up to date waste and minerals needs assessments, which, together with positive planning policies can assist in sustainable economic development across Cumbria. The proposed planning policies seek a balance that supports jobs while protecting Cumbria's stunning natural and historic environment, and maintaining safe and healthy lives by ensuring developments consider noise, dust and impacts on the highway network.

Appendix B

Strengths and Weaknesses of Cumbria's Economy

Strengths	Weaknesses
• Good GVA growth over the past decade • Employment strong in manufacturing, hospitality, retail and food & drink manufacturing • Number of internationally significant employers • World class skills in nuclear, energy and advanced manufacturing • Resilient economy due to diversity • Qualification profile largely mirrors UK • Internationally renowned tourism "brand" • Significant environmental assets: landscape and habitat quality, National Parks, AONBs, woodlands, water • Business survival rates high • High quality livestock • Product strength in the agri-food sector linked to food and drink provenance • M6 strategic connectivity	• Signs of slowing GVA growth and GVA per job remains low • Relatively weak employment in finance, IT and business sectors • Projected decline in working age population • Unemployment low but pockets of high rates and high youth unemployment • Business 'deaths' exceeding 'births' • Limited high speed broadband coverage • On-going loss of habitat for key species • Transport, planning and skills reported as barriers • Lack of affordable housing in some areas • Connectivity to core growth sites of Sellafield and Barrow via A590, A66 and from Carlisle • Reliance on CAP
Opportunities	**Threats**
• Potential to protect and build on high value manufacturing • Environment sector – low carbon, renewables, higher value agri-products, timber, access and nature based tourism • Nuclear Centre of Excellence with new missions including new build , MOX2 and LLWR • Supply chain development in our key sectors and exploitation of significant diversification opportunities • Exploit opportunities for bringing manufacturing back to the UK which has previously been moved offshore • Connecting Cumbria broadband roll out • Build further on our niche and artisan food and drink sector • World Heritage Site with Hadrian's Wall and the Lake District National Park World Heritage Site bid presents opportunities for increased international visitors	• Economic conditions worsen – further squeeze on household spending / struggling exports with weak Eurozone demand • Vulnerability to actions to reduce public sector deficit • Manufacturing jobs in Sellafield and BAE are heavily reliant on public spending • Demographic trends constrain workforce growth • Failure to take advantage of the opportunities presented by our key sectors • Effects of climate change – particularly risk from flooding in a number of areas • Access to water resources in West Cumbria, unless improved could act as a constraint to growth • Lack of investment on social and leisure infrastructure – needs a stronger offer for attracting and retaining working age families and individuals to settle in Cumbria

source: EU Structural & Investment Funds Plan, Cumbria LEP, January 2014

Appendix C

Measuring success of the adopted Core Strategy

1 Monitoring Matrix of the adopted Core Strategy

Theme	Objectives	Core Strategy policies	Generic D C Policies	Subject	Indicators	Data Source/Responsible body	Baseline	Target or milestones	Target source
Climate Change	1	1	DC1, DC2	Carbon emission reduction. Renewable energy generation	Renewable energy installed **COI9**	planning applications CCC	0	none set	PPS12
					Carbon reduction strategies, incl. road miles.		0	none set	MWDF
					CO2 emissions / Cumbria	4NW	5,828,282 tonnes -2004	30% reduction of 1990 level by 2020	4NW
Waste management	2 3	8, 9, 10, 11, 12	DC4, DC5	Household waste	residual - Kg/head **NI 191**	Municipal Waste Management Partnership CCC	392 tonnes/year 2006/7	none set yet	LAA
					% recycled or composted **NI 192**		34.2% - 2006/7	60% by 2012	MWMS
				Municipal waste	annual tonnage **NI 193**		345, 698t - 2006/07	n/a [xix]	
					recovery of value		34.2% - 2006/07	53% by 2010 67% by 2015 75% by 2020	Waste Strategy 2007
				Bio degradable municipal waste	Tonnes landfilled		239,822t 2006/7	110,331 -2010 73,488 - 2015 35,282 -2020	LATS
				C&I waste	Tonnes landfilled	Environment Agency	291,500t - 2004/05	233,200 - 2010 (80% of 2004)	Waste Strategy 2007
				C D & E waste	Tonnes landfilled		227,741t- 2006/07	113,871 - 2012 (50% of 2006)	Waste Strategy 2007
				Hazardous waste	Waste managed Waste landfilled		24,811t [xx] 3,711t		
				Landfill	Non-inert void space		5.5m cu m - end 2005		
				Flytipping	Incidents	Defra -	3,791	none set	
					Clearance costs		£181,102		
				M & W capacity	Meeting national policy	planning applications	NDA - strategy and plans		MWDF

Theme	Objectives	Core Strategy policies	Generic D C Policies	Subject	Indicators	Data Source/Responsible body	Baseline	Target or milestones	Target source
					Capacity consented (by type) **COI 6b**		Major municipal waste treatment facilities by 2011see policy 7 Additional landfill capacity for south Cumbria by 2012		
Minerals	4 5 6	13, 14, 15, 16, 17, 18	DC6, DC7, DC9	Land won aggregate production **COI 5a**	sand & gravel	RAWP	0.79 MT - 2006	0.7 MT	RSS
					crushed rock		2.97 MT - 2006	4.1 MT	
					HSA		0.69 MT - 2006		MWDF
				Landbanks	additional reserves consented	planning applications CCC	n/a		MWDF
					sand & gravel		13.1 years	maintain 7 yr	MPS1
					crushed rock		38.2 years	maintain 10yr	MPS1
					HSA			maintain 15yr	MWDF
				Secondary aggregates	C,D &E waste landfilled[xxi]		see above	maintain recycling capacity	MWDF
Economic and community benefits	7 10	2, 5, 6	DC16, DC17	Strategic facilities	Municipal waste management facilities Strategic mineral resources	Direct notification CCC	Municipal waste management facilities identified	2 MBT plants operational by April 2011	LATS
				Benefits secured	planning obligations agreed	planning applications CCC	1[xxii]		MWDF
					Jobs created		no baseline		MWDF
Environment	8	3, 4	DC13, DC14,	Flood risk and water quality	PP granted contrary to EA advice **COI 7**	planning applications CCC	0	0	PPS25
			DC1, DC2,DC3, DC8,DC10, DC11, DC12, DC14, DC15,DC16	Significant adverse impacts, or enhancements					

Theme	Objectives	Core Strategy policies	Generic D C Policies	Subject	Indicators	Data Source/Responsible body	Baseline	Target or milestones	Target source
	9				Change in priority habitat on plan apps with EIA[xxiii] Contribution to BAP targets	planning applications CCC	n/a	n/a	PPS9

2 Waste Imports and Exports

Waste Exports

(*Data taken from Environment Agency's Waste Data Interrogator for the year 2013)*

Destination	Waste type			TOTAL (tonnes)
Movements where WPA specified	Hazardous	Household/ Industrial/ Commercial	Inert/ Construction & Demolition	
Barnsley	0	0	0	0
Bedford	0	75	0	75
Blackburn with Darwen Unitary Authority	0	3,433	0	3,433
Blackpool Unitary Authority	0	0	0	0
Bolton	0	1,851	0	1,851
Bromley	0	48	0	48
Buckinghamshire	0	694	0	694
Carmarthenshire Unitary Authority	0	21	0	21
Cheshire West and Chester	0	8,283	1,754	10,037
County Durham Unitary Authority	0	14,410	0	14,410
Coventry	42	0	0	42
Derbyshire	80	309	0	389
East Riding of Yorkshire Unitary Authority	0	1,173	0	1,173
Flintshire Unitary Authority	0	2,511	0	2,511
Gateshead	0	232	0	232
Hartlepool Unitary Authority	147	22,402	46	22,595
Kent	0	1,195	54	1,249
Kirklees	2	219	0	221
Knowsley	0	0	0	0
Lancashire	1,190	30,319	595	32,105
Leeds	1	0	329	330
Leicestershire	0	30	0	30
Lincolnshire	29	138	642	809

Destination	Waste type			TOTAL (tonnes)
Movements where WPA specified	Hazardous	Household/ Industrial/ Commercial	Inert/ Construction & Demolition	
Liverpool	50	18,874	58	18,981
Manchester	3	4,356	432	4,790
Middlesbrough Unitary Authority	233	9	0	241
Newcastle Upon Tyne	13	936	0	949
Newport Unitary Authority	1	0	0	1
Norfolk	0	1,573	0	1,573
North Yorkshire	0	1,651	0	1,651
Northamptonshire	0	20	0	20
North-East Lincolnshire Unitary Authority	0	1,052	0	1,052
Northern Ireland	0	55	0	55
Northumberland	0	2,873	17	2,890
Nottingham Unitary Authority	0	1,051	0	1,051
Nottinghamshire	0	0	76	76
Outside UK	7,876	7,425	0	15,302
Redcar & Cleveland Unitary Authority	52	27	0	79
Rutland Unitary Authority	0	2,548	0	2,548
Salford	24	0	0	24
Scottish Waste Planning Authorities	795	51,883	20	52,698
Sheffield	2	43	2,491	2,535
Somerset	0	4	0	4
South Tyneside	0	1,734	0	1,734
Southampton Unitary Authority	2	0	0	2
Staffordshire	4	1,316	0	1,320
Stockport	1	0	0	1
Stockton-on-Tees	15	0	0	15
Stoke-on-Trent Unitary Authority	1	203	0	204
Vale of Glamorgan Unitary Authority	0	416	0	416
Warrington Unitary Authority	0	16	0	16

Destination	Waste type			TOTAL (tonnes)
Movements where WPA specified	**Hazardous**	**Household/ Industrial/ Commercial**	**Inert/ Construction & Demolition**	
Warwickshire	22	0	0	22
Wigan	2	0	0	2
York Unitary Authority	0	41	0	41
Plus movements where WPA not specified				
(Cheshire)	2	2,963	0	2,965
(Merseyside)	5	242	0	247
(North East)	308	1,143	60	1,511
(North West)	5	8,948	22,305	31,259
(South Yorkshire)	0	92	0	92
(Wales)	2	444	9	455
(West Midlands)	9	755	0	764
(Yorkshire & Humber)	53	4,546	1,607	6,205
TOTALS	**10,967**	**204,586**	**30,495**	**246,048**

Waste Imports
(Data taken from Environment Agency's Waste Data Interrogator for the year 2013)

Destination	Waste type			TOTAL (tonnes)
	Hazardous	Household/ Industrial/ Commercial	Inert/ Construction & Demolition	
Movements where WPA specified				
Birmingham City	0	308	0	308
Blackburn with Darwen	0	29	0	29
Buckinghamshire	0	0	12	12
Caerphilly	0	1,664	0	1,664
Carmarthenshire	0	38	0	38
Cheshire East	0	62	0	62
Cornwall	0	3	0	3
County Durham	2	3,574	0	3,576
East Sussex	0	184	0	184
Essex	0	135	0	135
Flintshire	503	0	0	503
Gateshead	0	259	0	259
Hartlepool	0	5	0	5
Hertfordshire	0	5,214	0	5,214
Islington	0	1,040	0	1,040
Kent	0	13	0	13
Lancashire	138	9,562	4,390	14,090
Lincolnshire	1,400	0	0	1,400
Liverpool	0	23	160	183
Manchester	0	6,335	0	6,335
Middlesbrough	0	2,774	0	2,774
Newcastle Upon Tyne	0	381	1	382
North Lincolnshire	1,027	0	0	1,027
North Tyneside	0	289	0	289
North Yorkshire	2	52	8	62

Northumberland	65	9,978	4,954	14,997
Nottinghamshire	0	29	0	29
Oxfordshire	0	4	0	4
Peterborough	273	0	0	273
Powys	0	83	0	83
Redcar & Cleveland	0	13	0	13
Scottish Waste Planning Authorities	79	11,230	643	11,952
Sheffield	0	36	0	36
Somerset	0	1,202	0	1,202
Southwark	0	8,307	0	8,307
Staffordshire	0	999	0	999
Stockport	0	2	0	2
Sunderland	0	1,164	0	1,164
Wiltshire	0	93	0	93
Plus movements where WPA not specified				
(Cheshire)	0	404	0	404
(London)	0	593	0	593
(Merseyside)	0	610	0	610
(North East)	0	380	0	380
(North West)	632	20,301	194,944	215,877
(South West)	0	26	0	26
(Yorkshire & Humber)	0	701	0	701
TOTALS	**4,120**	**88,098**	**205,112**	**297,330**

Appendix D

Current Capacity

Operator	Site address	Facility function	Waste(s) handled	Annual Throughput*	Current Closure Date	Comment on expiry date	Key Future Monitoring questions
Cumbria Waste Management Ltd	Hespin Wood Landfill Site, Todhills, Carlisle, CA6 4BJ	Non-inert Landfill (non-hazardous)	HIC	300,000	2021	Discussions on planning application for time extension have taken place.	Has time extension been submitted or granted? What is available capacity?
Cumbria Waste Management Ltd		Non-inert Landfill (Stable – non reactive Hazardous)	SNRHW	416,000	2021	Linked to closure of Hespin landfill	Review whether information on available capacity can be accessed
FCC Recycling (UK) Ltd	Lillyhall (Stage 3), Lillyhall Waste Management Park, Joseph Noble Road, Lillyhall, Workington, Cumbria	Non-inert Landfill (non-hazardous)	HIC	175,000	2029	Following 2014 planning permission the expiry date is very close to the end of the plan period,	Review whether information on available capacity can be accessed
FCC Recycling (UK) Ltd		Non-inert Landfill (Stable – non reactive Hazardous)	SNRHW	17,500	2029	SNRHW cell linked to closure of main landfill	Review whether information on available capacity can be accessed
FCC Recycling (UK) Ltd	Bennett Bank Landfill Site, Thwaite Flat, Barrow-in-Furness, Cumbria, LA14 4QH	Non-inert Landfill (non-hazardous)	HIC	300,000	2018		Has time extension been submitted or granted? What is available capacity?
L&W Wilson (Endmoor) Ltd	Roan Edge Quarry, New Hutton, Kendal, Cumbria	Inert Landfill	CDE	25,000	2017		Has time extension been submitted or granted? What is available capacity?
Thomas Armstrong (Aggregates) Ltd	Derwent Howe Slag Bank, Princes Way, Derwent Howe, Workington, CA14 5AE	Inert Landfill	CDE	120,000	2017	Operator now depositing inert waste at Overby Quarry (80,000 m^3 estimated but no planning restriction)	Is any activity taking place at Derwent Howe? Review whether information on restoration plans or available capacity is accessible

*** Informed by Annual EA permitted capacity (tonnes) and planning application information**

**** Void Space reduced as a result of Planning permission granted in 2014**

Operator	Site name	Facility function	Waste(s) handled	Annual Throughput*	Current Closure Date	Comment on expiry date	MWLP response and Key Annual Monitoring Report questions
AW Jenkinson, Woodwaste Limited	Hespin Wood Landfill Site, Todhills, Carlisle, CA6 4BJ	Composting (open)	Mixed throughput: agricultural, C&I and LACW (green waste collections)	75,000	2021	Consent originally linked to expiry of landfill consent. The MBT plant, also within the Hespin Wood complex, has consent until Dec 2039.	Has application for time extension been submitted or granted? Is there information on ratio of waste streams managed?
H&E Trotter Waste Services	Eden Organics Composting, Thackwood Landfill Site, Monkcastle, Southwaite, Carlisle, CA4 0PZ	Composting (open)	Mixed throughput: agricultural and C&I	25,000	2019	Consent originally linked to expiry of Thackwood clay extraction consent.	Has application for time extension been submitted or granted? Is there information on ratio of waste streams managed?
Harry Barker (Ireleth and Askham) Properties Ltd.	Former Greenscoe Quarry, Greenscoe, Askam-in-Furness, Cumbria, LA16 7HE	Inert-waste recycling (C&D)	CDE	74,999	2025	Planning permission to 2024 granted following two 3 year planning permissions (2003-2006 and 2006-2009).	Has application for time extension been submitted or granted?
Cumbria Waste Management Ltd	Thackwood Landfill Site, Monkcastle, Southwaite, Carlisle, CA4 0PZ	Non-inert waste recycling (MRF - LACW)	LACW	74,999	2019	This has been replaced by new MRF at Hespin Wood - planning consent 2013 already implemented	Is site being restored or is further waste use planned?
Shanks Waste Management Ltd	Canal Head North, Kendal, LA9 7BY	Household Waste Recycling Site	LACW	25,000	2018	Closure required for potential future redevelopment, but date site required is as yet unknown. Further time extension to 2018 approved in 2014.	Monitor progress on using site allocation in proposed MWLP Policy SAP1? Is alternative site allocation required?
Shanks Waste Management Ltd	Flusco Quarry Landfill Site, Newbiggin, Penrith, Cumbria, CA11 0JA	Household Waste Recycling Site	LACW	25,000	2016	Modern site: Consent originally linked to expiry of landfill consent, which is now 2032	Has application for time extension been submitted or granted?

Operator	Site name	Facility function	Waste(s) handled	Annual Throughput*	Current Closure Date	Comment on expiry date	MWLP response and Key Annual Monitoring Report questions
Shanks Waste Management Ltd	Redhills Quarry, Redhills, Millom, Cumbria, LA18 4LD	Household Waste Recycling Site	LACW	2,499	2019	Small site with limited capacity for full HWRC facilities. Sites in Barrow and Ulverston have sufficient capacity, within reasonable travelling distance, to meet the local need.	Has need been re-defined? Is further site allocation required?
Shanks Waste Management Ltd	Yeathouse Quarry, Yeathouse Road, Frizington, Cumbria, CA26 3QR	Household Waste Recycling Site	LACW	24,999	2018	Small site with limited capacity for full HWRC facilities. Further time extension to 2018 approved in 2014.	Has planning permission on site allocation in proposed MWLP Policy SAP1 been implemented? Is alternative site allocation required?

*** Informed by Annual EA permitted capacity (tonnes) and planning application information**

Appendix E
Development permitted in 2014

1 Minerals planning applications determined between 1 January and 31 December 2014

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
2/13/9012	S73	2.0030 Derwent Howe Slag Bank, Princes Way, Workington	Continuation of slag extraction, inert landfill and recycling until 31 October 2016. Section 73 application to amend Planning Condition No. 1.	Major	Granted	N	time extension to 31/10/16	no	no
5/13/9004	S73	5.0006 Kirkby Slate Quarry, Kirkby-in-Furness	Section 73 application to extend restoration timescale of redundant tips to 31 December 2016	Major	Granted	N	no, restoration only - time extension to 31/12/16	no	no
6/14/9004	Full	6.0004 Roosecote Sand Pit, Roose, Barrow-in-Furness	Lateral extension and time extension to existing quarry for a period of 15 years	Major	Granted	N	yes - 400,000 tonnes sand and gravel	no	no
3/14/9003	Full	3.0078 Clarghyll Colliery, Clarghyll, Alston	Restoration of former Clarghyll Colliery	Major	Granted	N	no - time extension for restoration	no	no
1/14/9007	S73	1.0003 Faugh No 1 Quarry, Heads Nook, Brampton	Extension of time for quarrying operations and amendment of restoration scheme (Section 73 application to amend conditions 2 and 44 of planning permission 1/07/9003).	Major	Granted	N	no -time extension to 30/06/24	no	no
1/13/9025	Full	1.0007 Faugh No 2 Sand Pit, Heads Nook, Brampton, Carlisle	Erection of shed and temporary site office	Minor	Granted	N	no - temporary office and shed	no	no
1/14/9003	Full	1.0404 Land at Englishtown Farm, Englishtown, Longtown	Restoration of Coal Bed Methane exploration drilling site back to former agricultural use	Minor	Granted (Legal Agree-ment)	N	no - capping and restoration	no	no

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
1/14/9004	Full	1.0191 Land to West of Becklees Farm, Longtown, Carlisle, CA6 5NQ	Restoration of Coal Bed Methane exploration drilling site back to former agricultural use	Minor	Granted (Legal Agree-ment)	N	no - capping and restoration	no	no
2/14/9004	Full	2.0006 New Cowper & Aikshaw, Aspatria, Wigton	Change of use from agricultural building to operation of sand drying building	Minor	Granted	N	no - retrospective time extension for existing sand drying	no	no
3/14/9004	S73	3.0013 Flusco Quarry & Landfill Site, Newbiggin, Penrith	Extension of time for weighbridge at Flusco Quarry (Section 73 of 3/06/9013)	Minor	Granted	N	no - time extension for weighbridge	no	no
2/14/9007	S73	2.0048 Snowhill Quarry No. 1, Snowhill Farm, Caldbeck, Wigton	Section 73 application to planning permission 2/07/9006 to amend condition No 6 to allow production of aggregate; condition No 7 to increase tonnage to 50,000 tonnes per annum; and condition No 14 to allow an increase in vehicle numbers to 20 per day for a trial period until 31 May 2017	Minor	Granted	N	no - Annual sales increase only	no	no
2/14/9013	S73	2.0007 Aldoth Quarry & Landfill Site & Dixon Hill Quarry, Aldoth, Abbeytown, Silloth, Wigton	Section 73 application to vary condition No. 3 of permission 2/12/9013 to allow vehicles to operate from the site 06:00-19:00 weekdays and 06:00 to 14:00 on Saturdays for a temporary period of 9 months.	Minor	Granted	N	no - temporary change to operating hours	no	no

2 Waste planning applications determined between 1 January and 31 December 2014

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
2/12/9011	Full	2.0083 Lillyhall Landfill Site	Scheme 1: Erection and operation of 4 wind turbines to maximum height of 99metres and associated infrastructure. New access track, widening of access gate and new control kiosk. Sheme 2: Erection and operation of 3 wind turbines to maximum height of 99metres and associated infrastructure. New access track, widening of access gate and new control kiosk.	Major	Refused	Y	no - 9MW wind turbines refused	no	no
2/13/9007	S73	2.0083 Lillyhall Landfill Site	Section 73 application to vary conditions no.1 & no.55 of planning permission 2/93/9033 to allow extended period of tipping until 2029 with an additional year for restoration, reduce the landfill void, revised restoration and contours, revise phasing of tipping, confirm accepted waste types, regularise areas of historic tipping and address historic contradictions and confirm remaining void space.	Major	Granted	Y	no, time extension to 2029 + reduction in capacity to 980,000 m^3	no	no
2/13/9015	S73	2.0402 Distington Landfill Site (Allerdale), Pitwood Road, Lillyhall, Workington	Section 73 Application. Installation of plant to generate electricity from landfill gas.	Major	Granted	N	no- extend life of electricity generation plant	no	no
4/14/9002	Full	4.0095 Whinbank Farm, Distington	Retrospective application to undertake works to fill an area of land to provide useable agricultural land and improve drainage of area	Major	Granted	N	yes - 7,000 tonnes inert disposal	no	no

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
4/14/9008	Full	4.0069 Low Level Waste Repository, Drigg	Replacement of existing security fence, including an increase in height.	Major	Granted	N	no - fence only	no	no
5/14/9009	S73	5.0290 Land adjacent Low Row Barn, Low Row, Lupton, LA6 2PZ	Extended period of inert landfilling and amendments to the final landform (Section 73 application to vary conditions of Planning Consent 5/10/9007)	Major	Granted	N	yes - 1,500 tonnes inert waste disposal	no	no
6/14/9009	S73	6.0212 land north of Anchor Basin, Barrow Port, Barrow-in-Furness	Section 73 application to amend condition no. 2 revised approved document; condition no. 10 increase feedstock tonnage and condition no. 14 increase height of chimney stack.	Major	Granted	N	yes - increase of 1MW (from 9 to 10MW)	no	no
1/14/9017	Full	1.0131 Hespin Wood Landfill Site, Todhills, Carlisle, CA6 4BJ	Temporary building to accommodate baling plant and temporary car parking area.	Major	Granted	N	no - 16,000tpa waste transfer to replace part of temporary loss at Kingmoor	no	no
4/14/9006	Full	4.0111 Sellafield Works, Seascale	Construction of the east side annex as part of the direct import facility.	Major	Granted	N	no - staircase to existing building	no	no
4/14/9011	S73	4.0131 Land adjacent to heat & power plant	Section 73 application to 4/97/9015 to amend condition no. 19 to allow re-profiling of approved landscape mound.	Major	Granted	N	no - landscape change only	n/a	no
6/14/9001	Full	6.0231 Land off Cavendish Dock Road, Barrow-in-Furness	The area will be developed as a temporary contractor's compound, including welfare facilities, for the work being completed on Barrow Long Sea Outfall.	Major	Granted	N	no - contractors compound for waste water improvement	n/a	no
1/14/9014	C of Use	1.0442 Hawthorns, Low Harker, Carlisle	Change of use from carriage storage in existing steel framed shed to recycling of non-ferrous metals	Minor	Granted	N	400 tonnes waste transfer only	no	no
2/14/9012	C of Use	2.0466 - Vacant Yard, Risehow Industrial Estate, Flimby, Maryport	Change of use of vacant yard to waste transfer station. Siting of office accommodation and new access.	Minor	Granted	N	yes -75,000 tpa CD&E waste recycling	no	no

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
3/14/9006	C of Use	3.0416 - Waitby Sidings	Change of use of land from disused railway to land for maturation of compost (Retrospective)	Minor	Granted	N	yes - 240 tpa open windrow composting	no	no
4/13/9013	S73	4.0057 Yeathouse Quarry, Yeathouse, Frizington	Variations of Conditions 1 and 3 of planning permission 4/09/9012 for extension to operational time of HWRC site and restoration	Minor	Granted	N	no - time extension to 31/3/15 to give time for Lillyhall alternative	no	no
4/14/9005	Full	4.0183 Arlecdon Wastewater Treatment Work, Arlecdon, Frizington	Installation of a single 5kW wind turbine on a 15m mast	Minor	Granted	N	5kW energy generation	no	no
5/14/9001	Full	5.0300 Land at Holme Lane, field CU 127261, Allithwaite, Grange-over-Sands	Storage of stone	Minor	Refused	N	no - refused	no	no
5/14/9005	S73	5.0066 Kendal Household Waste Recycling Centre, Canal Head North, Kendal	Section 73 application to vary condition 1 of planning consent 5/12/9005 to allow continued use of site as a household waste recycling centre for an extended time period.	Minor	Granted	N	no - time extension to 29/8/16	no	no
6/14/9005	Full	6.0073 Barrow Waste Water Treatment Works	Extension to existing security fencing (including gate) at Barrow WwTw.	Minor	Granted	N	no - fence only	no	no
2/14/9014	Full	2.0402 Distington Landfill Site (Allerdale), Pitwood Road, Lillyhall, Workington, CA14 4JP	Construction of new car park, vehicle layby and surface water lagoon.	Minor	Granted	N	no - car park and settlement lagoon only	no	no
2/14/9015	Full	2.0467 - Land along foreshore, Allonby WwTW, Allonby, Maryport	Installation of four new raised manholes including protection domes	Minor	Granted	N	waste water improvement	no	no

Ref	Type	Site No. & Name	Proposal	Major or Minor	Decision	EIA	Additional Capacity	Change to designated areas	Granted contrary to EA flood advice
2/14/9016	Full	2.0160 Allonby Wastewater Treatment Works, Allonby, Maryport	Extension to the area of the existing Wastewater Treatment Works to the North and South, including the erection of above ground plant/machinery, new boundary fencing and an altered field access	Minor	Granted	N	yes - increased waste water capacity (to reduce flooding and respond to climate change)	no - ALSE showed no significant adverse effect- also in AONB but acceptable	no
3/14/9007	Full	3.0239 Long Marton East WwTW	Construction of a replacement septic tank, including improved access road, new septic tank, change in ground levels, change of use of land and tanker connection point.	Minor	Granted	N	yes - increased waste water capacity (to reduce flooding and respond to climate change)	no	no
4/14/9004	S73	4.0111 Sellafield Works, Seascale	Section 73 Application to 4/13/9011 to amend condition No. 1 to reduce the size of the approved building.	Minor	Granted	N	no	no	no
4/14/9010	S73	4.0069 Low Level Waste Repository, Drigg	Section 73 application to vary condition 1 of permission 4/09/9014 to extend the period for de-stacking of higher containers in vault 8 from 31 December 2015 until 31 March 2017	Minor	Granted	N	no - time extension for storage to 31/3/17 (to enable time for new application)	n/a	no
5/14/9012	Full	5.0282 Greenodd Waste Water Pumping Station, rear of 1-2 Sherrif Well Close, Greenodd, Ulverston	Construction of an actuator kiosk and pressure relief column.	Minor	Granted	N	waste water improvement	n/a	no

Appendix E

3 Use of adopted Development Plan policies in decision making

Core Strategy Policies

Minerals Planning Applications determined 1 January 2014 to 31 December 2014																		
1/13/9025	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**	**14**	**15**	**16**	**17**	**18**
1/14/9003																		
1/14/9004					●													●
1/14/9007					●													●
2/13/9012													●					
2/14/9004	●				●													
2/14/9007																		
2/14/9013	●			●	●													
3/14/9003	●			●	●								●					
3/14/9004					●													
5/13/9004																		
6/14/9004	●				●													
Waste Planning Applications determined 1 January 2014 to 31 December 2014																		
	1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**	**14**	**15**	**16**	**17**	**18**
2/12/9011					●													
1/14/9014	●	●																
1/14/9017	●			●														
2/13/9007	●							●	●									
2/13/9015	●				●													
2/14/9012	●							●										
2/14/9014	●																	
2/14/9015																		
2/14/9016																		
3/14/9006	●	●						●										
3/14/9007																		
4/13/9013								●										
4/14/9002	●				●													
4/14/9004										●								
4/14/9005	●																	
4/14/9006										●								
4/14/9008	●											●						
4/14/9010												●						
4/14/9011	●	●																
5/14/9001																		
5/14/9005																		
5/14/9009	●				●													
5/14/9012																		
6/14/9001				●														
6/14/9005																		
6/14/9009																		

Generic Development Control Policies

Minerals Planning Applications determined 1 January 2014 to 31 December 2014																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1/13/9025		●	●							●		●					
1/14/9003	●	●					●			●		●	●	●	●	●	
1/14/9004	●						●			●		●	●	●	●	●	
1/14/9007	●	●	●									●		●	●	●	
2/13/9012			●													●	
2/14/9004	●	●	●			●				●		●				●	
2/14/9007	●	●	●														
2/14/9013	●	●														●	
3/14/9003		●														●	
3/14/9004	●		●														
5/13/9004	●	●												●		●	
6/14/9004	●	●	●			●				●		●		●		●	
Waste Planning Applications determined 1 January 2014 to 31 December 2014																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
2/12/9011												●				●	
1/14/9014	●	●		●													
1/14/9017	●	●		●						●							
2/13/9007		●		●	●							●					
2/13/9015		●			●												
2/14/9012	●	●		●										●			
2/14/9014	●																
2/14/9015				●						●		●		●			
2/14/9016				●						●		●		●			
3/14/9006		●		●										●			
3/14/9007				●						●		●		●			
4/13/9013	●	●		●													
4/14/9002		●			●							●	●			●	
4/14/9004																	
4/14/9005		●		●						●	●	●			●		
4/14/9006																	
4/14/9008		●								●							
4/14/9010																	
4/14/9011	●	●	●	●						●		●		●			
5/14/9001												●					
5/14/9005	●	●		●													
5/14/9009	●	●								●		●	●	●			
5/14/9012				●								●					
6/14/9001	●	●		●						●			●	●			
6/14/9005	●			●										●			
6/14/9009	●			●										●			