

# **Joint Waste Planning in Metropolitan and Unitary Authorities**

**EVIDENCE GATHERING AND REVIEW**

**MARCH 2008**



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## **1. INTRODUCTION**

1.1 Following planning reforms under the Planning and Compulsory Purchase Act 2004 groupings of Metropolitan and Unitary Authorities have been working together to produce Joint Waste Development Documents (JWDPDs). Given the complexities associated with joint working there are clear benefits in working closely with other areas producing JWDPDs on a similar basis.

1.2 GMGU (Urban Vision Partnership Ltd) have secured Defra funding to explore these issues in more detail and produce practice guidance. There are a multitude of issues that need to be covered but of particular interest is the need to identify progress made to date, what has worked well, what hasn't, what could be improved and why. The study is being undertaken in partnership with POS Enterprises Ltd and is divided into five key stages as follows:

Stage 1 – Evidence Gathering and Review

Stage 2 – Compare and Contrast Joint Working in the North West and London (Merseyside, Greater Manchester, North and East London)

Stage 3 – Develop Draft Guidance Note

Stage 4 – Finalise Reports

Stage 5 – Dissemination

1.3 The following report provides a review of the outcomes from Stage 1 which will be used as a basis to inform the remaining parts of the study.

## **2. METHODOLOGY**

2.1 The Stage 1 Evidence Gathering Exercise comprises the following tasks:

### **Task 1 – Review Progress Made To Date**

Review progress to date including joint working initiatives in Greater Manchester, Merseyside, London (North, East, South and West), Tees Valley, West of England, South Yorkshire, Hull and East Riding of Yorkshire Council (ERYC). A full list of authorities is set out in Appendix 1.

### **Task 2 – Circulate Questionnaire**

Establish contact with each consortia and circulate questionnaires. Contacts for each consortia are set out in Appendix 2. A copy of the questionnaire is attached in Appendix 3.

### **Task 3 – Compile Key Documents**

Compile key documents and supporting information including preparation material (local agreements, memorandum of understandings, strategies and project plans, consultation strategies etc) as well as formal preparation (issues and options and preferred options).

### **Task 4 – Identify Key Risks and Relationship with Municipal Waste Management Strategies (MWMS)**

Identify key risks of joint working over and above those already identified for other DPDs and key tests of soundness. Identify relationships between development of JWDPDs and MWMSs.

### **Task 5 – Prepare Final Report**

Prepare final report including summary of progress made by each consortia.

2.2 Although the study primarily looks at progress made in Metropolitan and Unitary Authorities information has also been sought from a number of Shire authorities, which have been producing joint minerals and waste development frameworks with neighbouring authorities.

### **3. EVIDENCE GATHERING AND REVIEW – KEY FINDINGS**

3.1 This section provides a summary of the key findings from the desk based exercise and focuses on the following key aspects:

- General
- Governance Arrangements
- Plan Production
- Resources
- Municipal Waste Management Strategies

#### ***General***

3.2 Since the Planning and Compulsory Purchase Act 2004 more than 50 local authorities are either producing, or looking at producing JWDPDs. The main consortia are identified below:

- North West - Greater Manchester and Merseyside (16 Councils)
- London - North, East, South and West (21 Councils)
- Berkshire (6 Councils)
- Tees Valley (5 Councils)
- South Yorkshire (3 Councils)
- Hull & ERYC (2 Councils)
- West of England (4 Councils)

In addition to the above, the 4 Black Country Authorities are producing a Joint Core Strategy.

3.3 A number of Shire and Unitary Authorities across the Country are also producing Joint Minerals and Waste Development Frameworks including Hampshire and Lancashire County Councils.

#### ***Governance Arrangements***

3.4 All but three of the consortia rely on existing district reporting arrangements for approving the various stages of the JWDPD with the exception of Greater Manchester, Tees Valley and Berkshire. Greater

Manchester has set up a joint committee through a Local Agreement with executive powers of approval delegated by each of the districts. Tees Valley has used an existing Joint Committee which was set up on formation of the Unit in 1996 to consider all strategic issues. The Berkshire Unitary Authorities Joint Strategic Planning Committee makes decisions on planning matters of strategic importance.

### **Plan Production**

- 3.5 Most, if not all consortia, have set up steering groups to oversee plan production with roles and responsibilities set out in a Memorandum of Understanding. Progress made to date varies between consortia with Greater Manchester, Merseyside, East London, Tees Valley and Berkshire having already consulted on their issues and options reports. Other consortia such as South London, West London, South Yorkshire, Hull and ERYC are still in the early stages of producing their waste DPDs. Hull and the ERYC are due to consult on Issues and Options in March 2008, but have a history of joint working and have an existing Joint Waste Plan adopted in 2004, along with a separate Joint Minerals Plan also adopted in 2004.
- 3.6 A number of guidance documents have been produced by consultants to assist specific local authorities in producing their JWDPDs. These include:
- Meeting the Challenge – A Guide to Waste Planning in London - ALG (Nov 2004)
  - Meeting the Challenge - From Theory to Practice – A Supplement to the Waste Planning in London Guidance - ALG (September 2005)
  - Joint Waste Planning for Waste in North London - Guidance for North London Boroughs - LUC/SLR (May 2005)
  - Joint Waste Planning for Waste in North London - Draft Specification for the production of a Joint Waste Development Plan Document – LUC/SLR (May 2005)
  - North London Joint Waste Development Plan Document - Guidance for Borough Local Development Frameworks - LUC/SLR (June 2006)
  - Greater Manchester Joint Waste Development Plan Document - Strategy - ERM (June 2006)
  - Greater Manchester Joint Waste Development Plan Document - Project Plan - ERM (June 2006)
  - Greater Manchester Joint Waste Development Plan Document - Consultation Strategy - ERM/Business Eco (May 2006)
  - South West London Joint Waste Planning Group - Strategy – ERM (April 2007)
  - South West London Joint Waste Planning Group - Project Plan – ERM (April 2007)

### **Resources**

- 3.7 The extent of officer and consultancy support varies considerably. In Greater Manchester and Merseyside, where joint units exist, dedicated teams have been set up to oversee the day to day production of the JWDPDs. Consultancy support is still required but not to the same extent as other consortia. Although Tees Valley has an established unit, it does not have minerals and waste expertise and therefore consultants provide the majority of assistance. Similarly, in Berkshire consultants have been commissioned to prepare the plan with assistance from the joint unit. Those authorities without a joint unit have tended to appoint dedicated project managers and establish teams consisting officers from each authority with direct support from consultants.

### ***Municipal Waste Management Strategies***

- 3.8 MWMS are at varying stages but tend to be adopted. Where applications are likely to come forward of the JWDPD these are determined in accordance with the existing planning policy framework, namely the adopted Unitary Development Plan, emerging Core Strategy, Regional Spatial Strategy and National Policy.

#### **4. EVIDENCE GATHERING - DETAILED REVIEW**

4.1 The following sections provide a detailed review of the key aspects for each of the main consortia:

- Greater Manchester
- Merseyside
- North London
- East London
- South London
- West London
- Berkshire
- Tees Valley
- West of England
- South Yorkshire
- Hull & ERYC

## **4.2. GREATER MANCHESTER**

### ***General***

- 4.2.1 The 10 Greater Manchester Authorities agreed to produce a JWDPD in July 2004. Stockport Metropolitan Borough Council acts as lead authority GMGU managing the day to day production of the JWDPD on behalf of each District.

### ***Governance Arrangements***

- 4.2.2 A Joint Committee has been established with an Executive function, with responsibility for approving all documents except those prepared for submission and adoption which must be agreed by each District's Full Council. This approach was favoured as it enables the JWDPD to form an integral part of each authority's local development framework, whilst streamlining the decision making processes.
- 4.2.3 Each of the Districts have signed a Local Agreement devolving their Executive powers to the Joint Committee. The Local Agreement includes key information on membership; meeting arrangements; structure for reporting; maintaining dialogue with each district's relevant committees and Full Council and methods for ensuring commitment to the JWDPD throughout its development. To ensure the Joint Committee is kept frequently updated on progress and that production is not delayed meetings are scheduled on a two month cycle.

### ***Plan Production***

- 4.2.4 Stockport Metropolitan Borough Council acts as lead authority with the Greater Manchester Geological Unit (GMGU) managing the day to day production of the JWDPD on behalf of each District. The Joint Committee is supported by a Steering Group consisting of officers from each of the Districts as well as the two Waste Disposal Authorities and meets on a monthly basis. The roles and responsibilities of the Steering Group are set out in a memorandum of understanding which is included in the Local Agreement.
- 4.2.5 Formal commencement of the JWDPD took place in September 2006. As a result of issues relating to the evidence base and following discussions with GONW it was agreed to undertake consultation on issues and options in two stages. The first stage took place in May and June 2007 and focussed on key strategic issues whilst the second stage, which is due in February 2008, will look at more detailed site specific and development control issues.

## **Resources**

- 4.2.6 GMGU are responsible for co-ordinating and managing the preparation of the JWDPD, with contributions from each of the ten Greater Manchester Councils, the Association of Greater Manchester Authorities (AGMA) Policy Unit as well as Wigan and Greater Manchester Waste Disposal Authorities.
- 4.2.7 Additional consultancy support is also required to assist the work carried out by GMGU. Before formal commencement of the JWDPD consultants ERM were commissioned to produce a Strategy and detailed Project Plan (June 2006). To ensure conformity with each of the District's Statement of Community Involvement (SCI) ERM in conjunction with Business Eco produced a Consultation Strategy (April 2006) setting out detailed methods for engaging with key stakeholders. ERM were subsequently commissioned to produce a Needs Assessment (February 2007) and an Updated Needs Assessment is currently being prepared by consultants Urban Mines.
- 4.2.8 Consultants were also commissioned to oversee consultation on Stage One Issues and Options including a series of stakeholder events. A contract has also been let to carry out Sustainability Appraisal (SA) and Appropriate Assessment for the duration of the plan. A dedicated website has been set up at [www.gmwastedpd.co.uk](http://www.gmwastedpd.co.uk).

## ***Municipal Waste Management Strategy***

- 4.2.9 Both the Greater Manchester Waste Disposal Authority (GMWDA) and Wigan Waste Disposal Authorities (WWDA) have adopted their MWMSs. Officers from both WDAs have been involved in the development of the plan with input provided as and when required.
- 4.2.10 As part of GMWDAs PFI proposals a number of planning applications have already been submitted for a range of new waste management facilities. These applications will be determined in accordance with existing planning policies set out at the national, regional and local level. Existing sites or those with planning consent will be identified as part of Stage Two Issues and Options consultation.

### **4.3. MERSEYSIDE**

#### ***General***

- 4.3.1 The 6 Merseyside Authorities have agreed to prepare a Waste DPD which is Merseyside's preferred approach to implementing the principles of sustainable waste management for all waste streams. St. Helens Council is the lead District for the Waste DPD with work co-ordinated and managed by the Merseyside Environmental Advisory Service (MEAS) on behalf of each District.

#### ***Governance Arrangements***

- 4.3.2 Each Council considers key outputs and milestones of the Waste DPD and sustainability appraisal through normal schemes of delegation for key milestones and outputs as agreed for each of the LDFs. The exception to this is that Full Council approval of the Waste DPD is required at commencement, submission and adoption. A Joint Committee was not considered as the preferred approach as each District wished to retain its decision making powers within their own Governance.

#### ***Plan Production***

- 4.3.3 A Waste DPD Steering Group was set up at the start of the process with representation from Heads of Planning and membership consisting of the 6 Districts, GO-NW (observer), MWDA and Merseyside Policy Unit (observer). The roles and responsibilities of the Steering Group are set out in an informal Memorandum of Understanding which includes delegated decision making power for the operational development of the plan. Key decisions are referred to District Committees as per agreed scheme of delegation and regular progress reports are made to joint Leaders and Chief Executives Group for steer and sub-regional agreement prior to any key Committee decisions.
- 4.3.4 The Issues and Options consultation took place in March and April 2007 and considered nine specific "Key Consultation Issues" along with a number of specific questions which were aimed at gathering views from stakeholders and using these to inform policy development and site allocations. Comments on other alternative options and potential sites were also sought. The findings from the Issues and Options consultation will be used to inform the next stage in the process – Preferred Options.
- 4.3.5 Consultation on the Waste DPD is co-ordinated through each District's Statement of Community (SCI) Involvement using existing networks, mechanisms and partnerships to meet SCI minimum requirement. Additional targeted consultation, including pre-consultation, with key groups and sectors for the specific purpose of the Waste DPD is set out

in a Consultation Strategy. A dedicated website has been set up at [www.wasteplanningmerseyside.gov.uk](http://www.wasteplanningmerseyside.gov.uk).

### **Resources**

- 4.3.6 As with GMGU the Merseyside EAS Waste Planning Team was set up to undertake work on the Waste DPD with input from consultants on specific work areas including SA/SEA, Health Risk Assessment and Needs Assessment.

### **Municipal Waste Management Strategy**

- 4.3.7 Integration with the JMWMS and Halton's Waste Strategy is promoted through close working and partnership according to the principles set out in PPS10 (2005) and Defra Guidance on Municipal Waste Management Strategies (2005). Liaison takes place at the operational and political level through the existing Governance arrangements of the Merseyside Waste Strategy Partnership and the Merseyside Network.
- 4.3.8 PFI was awarded summer 2007 and moving towards invitation to negotiate. Local Planning Authorities will deal with planning applications using existing adopted UDPs, RSS and national guidance. Merseyside EAS as technical advisors to the local planning authorities will comment on planning applications.

#### **4.4. LONDON**

- 4.4.1 Comprises four consortia, North, East, South and West London, each at different stages of progression. Both North and East London have commenced production of their JWDPD. South London are in the process of considering governance arrangements. West London has yet to progress formal arrangements for production.
- 4.4.2 The Association of London Government (ALG) has been actively involved in obtaining funding from DEFRA and commissioning consultants (LUC/SLR) to produce a series of guidance documents for waste planning in London. A steering group comprising the ALG, London Remade, GOL, Boroughs and the EA was directly involved in delivering these projects.
- 4.4.3 In November 2004 the ALG published the guide 'Meeting the Challenge - A Guide to waste Planning in London'. Following the launch of the guide the ALG in partnership with the consultants were successful in obtaining additional funding for programmes envisaged beyond the scope of the guide including training and additional support to a grouping of boroughs.
- 4.4.4 Funding was also obtained to develop material for Members responsible for planning and to undertake a number of evening seminars in different parts of London to raise awareness and improve knowledge. A supplement to the original guidance was produced in September 2005 which included an initial and extremely useful review of selected consortia.

## 4.5. NORTH LONDON

### **General**

- 4.5.1 Production of the North London Waste Plan (NLWP) formally commenced in January 2007 and is now at issues and options stage which is due for consultation in January and February 2008.

### **Governance Arrangements**

- 4.5.2 The governance arrangements for the NLWP are set out in a Memorandum of Understanding (MoU) that all boroughs have agreed. Camden is the lead borough and is responsible for commissioning consultants and employing the programme manager. The programme manager has been appointed and works full time on the NLWP, managing the contract and the budget, organising key meetings and some events.

### **Plan Production**

- 4.5.3 A Planning Officers Group (POG) has been established which comprises a representative on planning policy from each borough, and meets every six weeks with the consultants and the programme manager to steer the planning work. A Planning Members Group (PMG) has also been established which comprises the cabinet member responsible for planning in each borough and meets at key stages of the plan making process. In addition, a Heads of Planning group has also been established comprising chief officers with responsibility for planning usually at Assistant Director level.
- 4.5.4 In 2005 Defra WIP funding was used to commission Land Use Consultants to prepare guidance for the North London Boroughs and a draft specification for the production of the JWDPD (May 2005). Additional WIP funding was allocated to produce guidance for Local Development Frameworks (July 2006) as well as a Communications Strategy.
- 4.5.5 Since formal commencement in January 2007 a number of developments have occurred. A timetable for the NLWP has been agreed and submitted as part of each borough's Local Development Scheme. The plan has been launched through public advertising in local papers, a travelling exhibition in each borough and a mailout of an introductory leaflet by each borough. A dedicated website has been developed and launched at [www.nlwp.net](http://www.nlwp.net).
- 4.5.6 A Sustainability Appraisal Panel has been established and has met twice. The scoping report for the Sustainability Appraisal (SA) has been

developed and has finished consultation. Assessments on flooding, habitats and equalities have been commissioned. Work on Issues and Options and the background Technical Report has commenced.

- 4.5.7 A Communication group has been established with one communication officer in each borough identified to work on waste plan related work. A risk management workshop has been held and an active programme of risk management is underway.

***Resources***

- 4.5.8 Consultants are responsible for preparing the NLWP including planning, SA, AA, SFRA and consultation.

***Municipal Waste Management Strategy***

- 4.5.9 The North London Waste Authority and its seven borough partners have prepared a draft Joint Waste Strategy which sets out the partners' plans for the period until 2020. This strategy will be used to facilitate the procurement of new waste management services to increase recycling and recovery and divert more waste away from disposal to landfill.
- 4.5.10 The 'North London Joint Waste Strategy' also sets out the framework for how waste will be managed when the Authority's current 'main waste disposal contract' comes to an end in 2014. It is anticipated that the Strategy will be formally adopted by the end of 2007 following completion of a Strategic Environmental Assessment.
- 4.5.11 NLWA have observer status on the Planning Officers Group and have an observer on the Planning Members Group. Planning applications associated with the strategy will be dealt with individually by the planning authorities on the basis of existing plans.

## **4.6. EAST LONDON**

### ***General***

- 4.6.1 The programme for the East London JWDPD has been agreed by the four Councils (Barking & Dagenham, Havering, Newham & Redbridge) which together form the East London Waste Authority (ELWA). The London Borough of Newham has been identified as the lead procuring authority which hosts a seconded officer as project manager.

### ***Governance Arrangements***

- 4.6.2 The four councils have signed a formal agreement for working together in the form of a Terms of Reference (August 2005). This forms the framework for a joint arrangement and is the basis for the working relationship.

### ***Plan Production***

- 4.6.3 The East London JWDPD Steering Group is the principal collective officer decision-making and co-ordinating body for developing and bringing forward the JWDPD and has appointed a seconded officer (funded jointly by the four ELWA boroughs) to act as the main JWDPD programme officer/point of contact.
- 4.6.4 The Steering Group act as a liaison mechanism between the four Councils to examine, agree and make recommendations (to the respective political decision makers of each Council) on the content and production of the JWDPD. The group also seeks to ensure co-ordination between the production of the JWDPD and other regional, sub-regional and local strategies and initiatives and where appropriate agree briefs for and seek the necessary authority to procure consultants for parts of or all of the production of the JWDPD. The Steering Group consists of a Project Manager, policy managers from each authority and the ELWA Director (non-voting) and was set up through the terms of reference with meetings taking place on a monthly basis or more frequently (to ensure key milestones are met) where necessary.
- 4.6.5 Coordination is shared equally amongst the 4 Boroughs with the seconded JWDPD programme officer responsible for coordinating and arranging steering group meetings and ensuring that the steering group's business is effectively discharged. The Steering Group works in accordance with an agreed 'Procedure for Joint Working' document.
- 4.6.6 Each Borough is responsible for progressing the JWDPD through their committee structures at each of the relevant milestones. The Steering Group will remain in existence for the length of time taken to adopt the

JWDPD and will also be responsible for establishing a joint monitoring and review framework for the JWDPD.

- 4.6.7 East London have already consulted on their Issues and Options Report (April 2007) and are in the process of producing their Preferred Options Report.

### **Resources**

- 4.6.8 The Steering Group (led by Project Manager) is responsible for preparing the JWDPD with input from consultants. Where procurement of consultants is necessary, the procurement process is led by the London Borough of Newham, however all four Boroughs contribute equally in terms of finances and officer time.

- 4.6.9 The following work has been commissioned:

- Land Use Consultants and ERM – Building the Evidence Base & Identifying Issues & Options (Technical Report)
- Scott Wilson – SA/SEA
- Land Use Consultants – Site Assessment to inform Preferred Options (Defra WIP fund)
- Land Use Consultants – SA of Site Assessment

### ***Municipal Waste Management Strategy***

- 4.6.10 The ELWA MWMS has been adopted and is being addressed as part of the evidence base. Planning applications associated with delivering the MWMS are not likely to come forward ahead of plan preparation as facilities to implement MWMS already in operation.

## **4.7. SOUTH LONDON**

### ***General***

- 4.7.1 The four South London Waste Authorities including the Royal Borough of Kingston, the London Boroughs (LB) of Croydon, Merton and Sutton established the South London Waste Partnership, for purposes of jointly procuring municipal waste management and disposal services to meet the future needs of the four Councils. The future waste management and disposal needs of the four Councils and a range of waste management options to meet those collective needs is set out in a Joint Waste Statement that was issued in April 2007. In order to consider and make provision for the land use/development implications arising from the waste management options proposed in the Statement, planning officers of the four Councils established a South London Waste Planning Group, with the intention of preparing a joint waste development plan.

### ***Governance Arrangements***

- 4.7.2 A report on the proposed decision making arrangements was considered by each of the four Borough Executives in June and July 2007. In the report members from all four boroughs agreed a recommendation to set up a Working Party to draft and agree the Local Agreement for the governance arrangements and a Memorandum of Understanding for the officer group.

### ***Plan Production***

- 4.7.3 A programme manager has been established by the Royal Borough of Kingston as Lead Authority. They are already in the process of drawing up a consultation strategy using the four councils SCIs as a basis and tailoring these for the particular requirements of the JWDPD. Their role is to host the Waste Planning Project Manager. A Planning Officer Group has also been set up, which meets every 6 weeks to progress the plan.
- 4.7.4 The JWDPD will set out the key principles governing the future development of waste management facilities in the partnership Boroughs. It will include policies for the allocation of sites for waste management, consistent with waste management policies approved as part of each Borough's Core Strategy and in general conformity with those in the London Plan and Alterations. The JWDPD will also identify sites suitable for the new waste treatment facilities required to meet the challenging targets. The JWDPD will enable the four Councils to establish a consistent and locally-specific policy framework for waste related development across the four Boroughs.

- 4.7.5 The South London Boroughs commissioned a 'Strategy' and 'Project Plan' from Consultants ERM, completed in April 2007 and together set out a way forward for the JWDPD.

***Resources***

- 4.7.6 No decision been made on who will be producing the JWDPD.

***Municipal Waste Management Strategy***

- 4.7.7 The South London Boroughs have separate responsibilities as Waste Collection and Disposal Authorities and as Waste Planning Authorities. It is proposed that the waste collection and disposal functions are carried out on the South London Boroughs' behalf by the South London Joint Waste Partnership from September 2008. Currently the boroughs are operating as unitary waste disposal and collection authorities. A Joint Waste Statement, setting out future procurement options for managing municipal waste has been produced.

## **4.8. WEST LONDON**

### ***General***

- 4.8.1 The London Boroughs of Hillingdon, Hounslow, Ealing, Richmond, Brent and Harrow, the constituent boroughs of the West London Waste Authority (WLWA), have agreed to produce a JWDPD and are in the process of finalising tender specification for consultants.

### ***Governance Arrangements***

- 4.8.2 Decisions will be taken by the Steering group members and where a political steer/decision is required they will consult individually and it is for the Steering Group to propose a way forward. It is also proposed to work closely with the WLWA Committee members.
- 4.8.3 A MUO has been agreed by all Boroughs based on the North and East London templates. There will be political involvement at key stages e.g. consideration of the responses to the Issues and Options consultation and also leaving a period of 6 months between the initial preferred options document and the final document which goes out for public consultation.

### ***Plan Production***

- 4.8.4 Hillingdon is the lead borough and will undertake the procurement and other financial arrangements and also provide the project manager for the production of the JWDPD. All boroughs have committed to fund the project manager post and the consultancy work.

### ***Resources***

- 4.8.5 Consultants will be responsible for preparing the JWDPD working with the Joint boroughs' Steering group. There is to be a dedicated project Manager based with the lead borough and reporting to the Steering group. It is intended that the consultants will undertake everything required for the JWDPD process from SA to Preferred Options and ultimately provide expert evidence at the Examination in Public.

### ***Municipal Waste Management Strategy***

- 4.8.6 The MWMS has been adopted and is being addressed as part of the JWDPD. A representative from the WLWA sits on the Steering group (but has no voting powers) to ensure strategic advice and key information is made available.

- 4.8.7 Planning applications associated with delivering the MWMS are likely to come forward ahead of the JWDPD and will be dealt with by the respective local planning authority, and depending on the stage of the JWDPD will be considered as a material consideration.

## **4.9. BERKSHIRE**

### ***General***

- 4.9.1 The minerals and waste local development framework for Berkshire is being prepared jointly by the unitary authorities within Berkshire. The Joint Strategic Planning Unit (JSPU) is undertaking this work on their behalf. The minerals and waste development plan documents will be adopted by each of the individual unitary authorities and will represent part of their statutory development plan.
- 4.9.2 For matters relating to strategic and spatial planning the Berkshire unitary authorities have been committed to joint working since the abolition of Berkshire County Council in 1998. From 1998 to date, the JSPU has been responsible for producing the Berkshire Structure Plan 2001-2016 (to be adopted late 2004/early 2005) and the Replacement Minerals Local Plan and Waste Local Plan for Berkshire.
- 4.9.3 The following minerals and waste documents are being produced:
- Joint Minerals and Waste Core Strategy (Preferred Options consultation period just completed)
  - Detailed Minerals and Waste Development Control and Preferred Areas (Issues and Options consultation period just completed).

### ***Governance Arrangements***

- 4.9.4 The Berkshire Unitary Authorities Joint Strategic Planning Committee is made up of members of each of the unitary authorities in Berkshire. The Committee make decisions on planning matters of strategic importance, i.e. land use matters which have the potential to impact on more than one of the authorities.
- 4.9.5 A Development Planning Group (DPG) made up officers from each of the authorities and a Berkshire Planning Officer Group (BPOG) represented by heads of the planning departments of the unitary authorities meet regularly to discuss matters of strategic importance. The purpose of which is to agree a joint approach to strategic planning matters prior to ratification by the Joint Committee.

### ***Plan Production***

- 4.9.6 Royal Borough of Windsor and Maidenhead hosts the JSPU and the JSPU produces the plan from their offices. DPG (Berkshire Inter Authority Development Plans Group) and BPOG (Berkshire Planning

Officers Group) oversee plan production. Timescales for producing the plan are:

- Core Strategy adoption scheduled for no later than December 2009;
- Detailed Development Control and Preferred Areas adoption scheduled for no later than December 2010.

4.9.7 A dedicated website has been developed and launched at [www.berks-jspu.gov.uk](http://www.berks-jspu.gov.uk).

### **Resources**

4.9.8 Consultants will prepare the plan with the assistance of the JSPU. There is a specific team set up to work on the plan but at the moment it only consists of 1 person with a vacant post. Production of Core Strategy and Detailed Development Control and Preferred Areas DPDs and Appropriate Assessment are being undertaken by consultants.

### **Municipal Waste Management Strategy**

4.9.9 MWMSs are being produced separately by the 6 Berkshire UAs. The MWMSs are being addressed as part of the plan through the waste teams of the Berkshire unitary authorities are consultees for the Minerals and Waste LDF and their comments have helped to inform the LDF process. If planning applications are of a strategic nature then they are referred to the JSPU. Any comments would take into consideration the emerging plan. Non strategic applications are dealt with by the unitary authorities.

## **4.10. TEES VALLEY**

### ***General***

- 4.10.1 The five Unitary Authorities of Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, Stockton-on-Tees have agreed to produce a Joint Minerals and Waste Core Strategy and a Joint Minerals and Waste Policies and Sites DPD.
- 4.10.2 The Tees Valley Joint Strategy Unit (JSU) was set up in 1996 by Darlington, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees Borough Councils to deal with strategic planning matters for the sub-region. Following the Planning and Compulsory Purchase Act 2004 the Borough Councils in the Tees Valley decided that the Tees Valley Joint Strategy Unit (JSU) should also prepare two joint Minerals and Waste Development Plan Documents (MWDPDs) for the five Borough Councils.

### ***Governance Arrangements***

- 4.10.3 A Joint Committee is in place with an informal agreement.

### ***Plan Production***

- 4.10.4 The JSU undertakes joint working on a range of subjects on behalf of the 5 authorities where the project is outside the expertise or resources of an individual authority.
- 4.10.5 An officer project steering group was set up following discussion at Development Plans Officers Group and by subsequent JSU request for a named delegate from each UA planning team to serve on the steering group. The Tees Valley joint waste management development officer also serves on the steering group. Group responsibility is to oversee consultants, progress work in tandem with emerging MWMS, provide information specific to their authority, provide advice on local LDF best practice and experience, take reports to authority Planning Committee, process authority annual budgetary contributions to the project.
- 4.10.6 The MWDPDs will consist of a Core Strategy Development Plan Document (DPD), and a Policies and Sites DPD. It is anticipated that the MWDPDs will pass through the various stages of preparation over the next three years, with adoption of the documents expected in 2010.

**Resources**

- 4.10.7 Consultants Entec UK Ltd have been appointed to prepare the plans including full DPD production including evidence gathering, policy and guidance conformity, drafting text, document publication, SA, Appropriate Assessment, Habitats Regulations Assessment, EIP expert witness.

***Municipal Waste Management Strategy***

- 4.10.8 A new joint municipal waste management strategy is currently under development (consultation draft) with agreement on policy principles, sub regional waste arisings data, site allocations for waste handling and treatment facilities.
- 4.10.9 Planning applications associated with delivering the MWMS are likely to come forward ahead of the plan. A planning application for a commercial environmental industries park is imminent and has a site allocation in the Core Strategy of the relevant authority, also reflected at the Issues & Options stage of the Minerals & Waste DPDs.

## **4.11. SOUTH YORKSHIRE**

### ***General***

- 4.11.1 Barnsley, Doncaster and Rotherham Council's have agreed to work together to prepare a Joint Strategic Waste Management Sites DPD that will identify potential strategic sites for facilities to manage commercial, municipal and industrial waste to serve the needs of those Council areas. The timescales for this are currently uncertain, and so are not shown on the programme timetable in the LDS. Once the full scope, joint working arrangements and timetable for the DPD have been agreed, they will be submitted as an addendum to the LDS to GOYH for consideration.
- 4.11.2 Work has commenced on the Joint Strategic Waste Management Sites DPD – covering large scale sites accepting municipal, commercial and industrial waste from Barnsley Doncaster and Rotherham. It is hoped that the consultation on options will take place in early 2008. A key driver in the documents' production is the decision by Waste Management colleagues to jointly procure waste services.

### ***Governance Arrangements***

- 4.11.3 An inter-authority agreement is being produced (primarily due to the needs of Municipal Waste Management) which will hopefully include planning, although it is likely that each council will individually need to approve/sign up to the documents (at Preferred Options, Submission and Adoption). Consultants have been commissioned to carry out the work, so the consultants brief effectively acts as a MOU

### ***Plan Production***

- 4.11.4 A lead officer acts as the main point of contact for the consultants but a joint planning group (with planners from Doncaster, Barnsley and Rotherham) has been meeting for approximately 2 years and acts as the steering group for the DPD. This group has evolved from meetings to explore how planning could proactively assist in the procurement process whilst also remaining impartial and fulfilling the requirements of PPS10..
- 4.11.5 It is hoped to adopt the plan in Spring 2010.

### ***Resources***

- 4.11.6 Consultants have recently been commissioned to undertake the Joint Strategic Waste Management Sites DPD including drafting the documents, assisting in running consultation events, summarising consultation responses and SA/HRA. There will still be a significant

resource commitment from the 3 authorities i.e. to run consultation events and get documents approved.

***Municipal Waste Management Strategy***

- 4.11.7 Rotherham and Doncaster's MWMSs are being reviewed/updated and Barnsley's has recently been adopted. Planning officers have been working closely with municipal waste management colleagues and the MWMS will rely on the establishment of new strategic sites, which the DPD will facilitate the delivery of.

## **4.12. HULL & ERYC**

### ***General***

- 4.12.1 Hull City Council and East Riding of Yorkshire Council are producing a Joint Waste DPD.

### ***Governance Arrangements***

- 4.12.2 A Joint Strategic Planning Advisory Committee (JSPAC) has been set up, which includes 4 members from each authority. The JSPAC is only an advisory committee which informs members of Hull's planning committee and the East Riding's Cabinet. The advisory committee includes members of each authority's planning committee so therefore the recommendations of the JSPAC are usually taken on board by the respective planning committee and Cabinet. There is a formal agreement in place with a written agreement to split costs 50/50.
- 4.12.3 This format has been used to produce the previous joint waste plan and joint minerals plan. Both councils also have a Joint Waste Management Strategy which considers the management of Municipal Solid Waste. Due to the tight administrative boundary of Hull City Council, and the strong relationship with the East Riding on waste, housing, employment and environmental issues, it was considered prudent to produce a joint plan. Regular officer working group meetings are held which includes waste managers and planners from both authorities.

### ***Plan Production***

- 4.12.4 Hull City Council are taking the lead role and are responsible for the plan's production.
- 4.12.5 Joint Waste Planning Group was set up to oversee the plan's production. It was set up following discussions between senior planning officers of both authorities. It meets roughly every 4 – 6 weeks, and is made up of officers from the planning and waste sections of both authorities. The group is involved with assessing the progress of the Joint Waste DPD and involved with producing the evidence base – one of the key roles of the group is to consider what municipal waste management facilities are required. However, as section drafts are produced for the Waste DPD they are all discussed within this group irrespective of the waste stream. The group have been involved with compiling the site selection criteria.
- 4.12.6 Hull and ERYC are currently in the process of preparing the issues and options paper due for consultation in March 2008. Adoption is expected in December 2010.

### **Resources**

- 4.12.7 The plan is being prepared primarily by Hull City Council's Strategic Planning Team, although consultants are being employed to run workshops to prepare for the public consultation stages. This will ensure impartiality in deciding objectives and considering viable options. Consultants have been engaged and the first workshop was held in December 2007.
- 4.12.8 In addition, it is likely that consultants will be used for the Sustainability Appraisal, and it is envisaged that Appropriate Assessment will be undertaken in-house.

### ***Municipal Waste Management Strategy***

- 4.12.9 Target 45+, the Joint Sustainable Waste Management Strategy was adopted in March 2006 in Hull and April 2006 in the East Riding. Consideration will be given to the MWMS, but it is not the role of the Joint Waste DPD to re-write it. The Waste DPD will provide allocations to ensure sufficient facilities are provided to deliver the facilities required within the MWMS.
- 4.12.10 Planning applications are likely and both authorities recently approved an application for an EFW plant on the edge of Hull. Policies from the existing Joint Waste Plan are being used together with PPS 10 to guide these decisions. A planning application for a composting facility in the East Riding was also submitted at the beginning of the year.

#### **4.13. WEST OF ENGLAND**

##### ***General***

- 4.13.1 The four Councils comprising the area of the West of England, Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire Councils are preparing a Joint Waste Development Plan Document. The document will comprise a planning strategy statement for strategic waste management and specific site allocations for strategic waste management facilities. It will also guide development control decisions in respect of planning applications for strategic waste management facilities.

##### ***Governance Arrangements***

- 4.13.2 A Members Project Board oversees the production of the JWDPD. Because the Project Board does not have delegated responsibility, formal decisions are made by the constituent authorities. There is also an agreement to work in partnership through a Memorandum of Understanding.

##### ***Plan Production***

- 4.13.3 The four Councils share responsibility for production of the JWDPD through a Project Team with each authority taking a specific lead on specific roles. Consultants have also been/are being commissioned to undertake specific tasks – such as Sustainability Appraisal/SEA, need assessment and identification and assessment of sites suitable for strategic waste management facilities.
- 4.13.4 A Directors' Programme Management Team oversees the work relating to both the Joint Residual Municipal Waste Management Strategy and the JWDPD. The 4ps provide advice and there is external and internal finance and legal advice available to the Programme Management Team (and the Members Project Board and Joint Overview and Scrutiny Committee).
- 4.13.5 There is an Officer Steering Group comprising the Chief Executive of the West of England Partnership and a Planning Manager and Planning Officer representing each of the four Councils. Specialists are co-opted from time to time. The Officer Steering Group is responsible for the technical aspects of the JWDPD project. There is also a Planning Officer Team representing each of the four Councils, assisted by consultants commissioned to undertake specific tasks.
- 4.13.6 Work has already commenced on production of the JWDPD with consultation on Preferred Options scheduled for Spring 2008 and Adoption Autumn 2010.

**Resources**

- 4.13.7 The JWDPD is being produced by the JWDPD Team (based in West of England Partnership Office) with assistance from unitary authority officers and consultants. Consultants have been/are being commissioned to undertake specific tasks – such as Sustainability Appraisal / SEA, need assessment and identification and assessment of sites.

***Municipal Waste Management Strategy***

- 4.13.8 The West of England Joint Residual Municipal Waste Management Strategy (Joint Waste Strategy) is reaching its final stages, with the intention that the Members Project Board will recommend during December 2007 a final version for adoption by the constituent Authorities during Spring 2008.
- 4.13.9 The Joint Residual Municipal Waste Management Strategy (Joint Waste Strategy) will inform the Joint Waste DPD on matters relating to the management of residual municipal waste.

## **5. KEY ISSUES**

### ***Objectives and Perceived Benefits***

- 5.1 There are a number of objectives and perceived benefits identified by each of the consortia, including:
- producing a county wide plan for waste;
  - ensuring a consistent approach to policies on waste;
  - planning at an appropriate scale to the issue which addresses cross boundary issues;
  - shared evidence base and complimentary methods;
  - provides more options on site selection and consideration of a range of technologies for sustainable waste management;
  - potential for reducing environmental impact;
  - cost sharing across authorities, cheaper than undertaking this process individually;
  - efficient use of resources and the ability to develop expertise in a dedicated team;
  - building upon existing working arrangements in planning for waste at a sub-regional level;
  - increased ability of industry and community to engage in a single process;
  - gaining consensus early on in the plan production process;
  - reduced risk of process being derailed politically i.e. we all have a responsibility;
  - complies better with ideal of new planning system for simpler plans and less policies on the same topic across an area.
  - preferred option supported by Government Office
  - proposal in Housing and Planning Delivery Grant allocations to reward authorities for joint working;

## **Key Risks**

- 5.2 There are a number of key risks identified by each of the consortia including::
- political approval and potential delays to the process;
  - approvals processes for joint working do not fit well with the PCPA time elements particularly as a result of separate committee cycles;
  - a very large project requiring a lot of co-ordination and management;
  - partnership challenges and ensuring authorities are engaged throughout the process;
  - personnel changes and continuity of advice and support;
  - keeping evidence base current and appropriate;
  - staff and skills availability;
  - length of time taken to advance towards a stage when process has material weight;
  - conformity with employment land studies evidence base;
  - uncertainty over progress of joint working in terms of case law and best practice;
  - conformity with SCIs as they are amended and updated;
  - loss of support from one or more authorities.
  - lack of resources and cost overruns;
  - lack of co-ordination with other plans and strategies in particular RSS, Core Strategies and SCIs;
  - strong adverse public reaction;
  - Technical difficulties, particularly GIS;
  - Relationship with MWMS.

## **APPENDIX 1**

### **JOINT WORKING BETWEEN METROPOLITAN AND UNITARY AUTHORITIES**

#### Greater Manchester

(Bolton, Bury, Manchester, Oldham, Rochdales, Salford, Stockport, Tameside, Trafford, Wigan)

#### Merseyside

(Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral)

#### North London

(Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest)

#### East London

(Newham, Barking & Dagenham, Havering and Redbridge)

#### South London

(Kingston-Upon-Thames, Sutton, Merton and Croydon)

#### West London

(Hillingdon, Richmond, Ealing, Harrow, Hounslow and Brent)

#### Berkshire

(Bracknell Forest, Reading, Slough, West Berkshire, Windsor and Maidenhead, Wokingham)

#### Tees Valley

(Redcar & Cleveland, Middlesbrough, Stockton, Darlington, Hartlepool)

#### South Yorkshire

(Barnsley, Doncaster and Rotherham)

#### Hull & ERYC

#### West of England

(Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire)

**JOINT WORKING BETWEEN UNITARY AND SHIRE AUTHORITIES**

Bedfordshire County Council and Luton

Cambridgeshire County Council and Peterborough City Council

Derbyshire County Council and Derby City Council

Dorset County Council and Poole and Bournemouth

East Sussex and Brighton and Hove City Council

Essex County Council and Southend on Sea

Hampshire County Council, New Forest, Southampton and Portsmouth

Lancashire County Council, Blackpool, Blackburn with Darwin

Leicestershire County Council and Leicester

Nottinghamshire County Council and Nottingham

Staffordshire County Council and Stoke on Trent

Wiltshire County Council and Swindon

**OTHER METROPOLITAN AND UNITARY AUTHORITIES  
(NOT KNOWN TO BE PRODUCING JWDPDs)**

Lewisham, Greenwich, Bexley, Bromley and Southwark

Gateshead, Newcastle Upon Tyne, North Tyneside, South Tyneside and Sunderland

Bradford, Leeds, Wakefield, Kirklees and Calderdale

Sheffield

York

Birmingham, Solihull, Coventry

Warrington

Milton Keynes

Isle of Wight

Rutland

Medway

Thurrock

Telford and Wrekin

Plymouth

Torbay

## APPENDIX 2

### CONTACTS FOR KEY CONSORTIA

Greater Manchester	Krista Patrick (GMGU)	<a href="mailto:krista.patrick@gmgu.org.uk">krista.patrick@gmgu.org.uk</a> <a href="http://www.gmwastedpd.co.uk">www.gmwastedpd.co.uk</a>
Merseyside	Alan Jemmett (MEAS)	<a href="mailto:alan.jemmett@eas.sefton.gov.uk">alan.jemmett@eas.sefton.gov.uk</a> <a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a>
North London	Archie Onslow (LB Camden)	<a href="mailto:archie.onslow@camden.gov.uk">archie.onslow@camden.gov.uk</a> <a href="http://www.nlwp.net">www.nlwp.net</a>
East London	Nikki Lawrence (LB Newham)	<a href="mailto:nikki.lawrence@newham.gov.uk">nikki.lawrence@newham.gov.uk</a>
South London	Emma Smyth (Kingston Upon Thames)	<a href="mailto:emma.smyth@rbk.kingston.gov.uk">emma.smyth@rbk.kingston.gov.uk</a>
West London	Janet Rangeley (LB Hillingdon)	<a href="mailto:JRangeley@Hillingdon.Gov.UK">JRangeley@Hillingdon.Gov.UK</a>
Berkshire	Rosemary Morton	<a href="mailto:Rosemary.Morton@RBWM.gov.uk">Rosemary.Morton@RBWM.gov.uk</a> <a href="http://www.berks-jspu.gov.uk">www.berks-jspu.gov.uk</a>
Tees Valley	Fay MacKenzie (JSU) Mary Campbell (Entec)	<a href="mailto:fay.mackenzie@teesvalley-jsu.gov.uk">fay.mackenzie@teesvalley-jsu.gov.uk</a> <a href="mailto:campm@entec.co.uk">campm@entec.co.uk</a>
South Yorkshire	Steve Butler (Doncaster) Kevin Swift (Barnsely) Phil Turnidge (Rotherham)	<a href="mailto:Stephen.Butler@doncaster.gov.uk">Stephen.Butler@doncaster.gov.uk</a> <a href="mailto:kevinswift@barnsley.gov.uk">kevinswift@barnsley.gov.uk</a> <a href="mailto:phil.turnidge@rotherham.gov.uk">phil.turnidge@rotherham.gov.uk</a>
Hull & ERYC	Alex Codd (Hull City Council) Mark Palmer (Hull City Council)	<a href="mailto:alex.codd@hullcc.gov.uk">alex.codd@hullcc.gov.uk</a> Mark.Palmer@hullcc.gov.uk
West of England	Allan Davies (WEPO)	<a href="mailto:allan.davies@westofengland.org">allan.davies@westofengland.org</a>

# GMGU

## APPENDIX 3

### JOINT WASTE PLANNING IN METROPOLITAN AND UNITARY AUTHORITIES

### QUESTIONNAIRE

#### Section 1 – Contact Details

Name:

Position:

Authority/Organisation:

Tel:

Email:

#### General

1. Are you proposing to, or already in the process of preparing a joint development plan document for waste?
2. If so, please specify the type of plan to be produced (Joint Waste DPD, Joint Waste Core Strategy or other) and stage of production (Preliminary Arrangements, Issues and Options, Preferred Options, Submission, Examination, Adoption).

If not, please could refer to Questions 16-18 below and clarify the reasons for not producing a joint development plan document.

3. Which authorities will this cover? Please state if they are Unitary, Metropolitan, District or County?

#### Governance Arrangements

4. What formal arrangements are in place for overseeing the production of the plan?
  - a) Joint Committee
  - b) Individual councils making decisions
  - c) Other
5. Are there any agreements in place?
  - a) Statutory Instrument



- b) Local Agreement
- c) Informal agreement i.e. MOU, terms of reference or another

6. What were the reasons for the choice of governance specified?

### **Plan Production**

- 7. Is there a lead authority and/or unit responsible for plan production? If so who is this and what is their role?
- 8. Is there an officer steering group in place to oversee plan production and if so how was it set up, who sits on it and what responsibilities does it have?
- 9. What are the timescales for producing the plan?

### **Resources**

- 10. Who will be preparing the plan (Districts, Joint Planning Unit, Consultants or other)?
- 11. Is there a specific team set up to work on the plan?
- 12. If consultants are being used, what type of work will they be undertaking (e.g. Sustainability Appraisal, Appropriate Assessment, Need Assessment etc)?

### **Relationship with Municipal Waste Management Strategy (MWMS)**

- 13. At what stage is your MWMS?
- 14. How is the MWMS being addressed as part of the plan?
- 15. Are planning applications associated with delivering the MWMS likely to come forward ahead of the plan and how are these being dealt with?

### **Key Issues**

- 16. What are the objectives and perceived benefits associated with joint working?
- 17. What are the key risks and challenges associated with joint working (e.g. Approvals Process, Politics, Conformity with Core Strategies etc)?
- 18. What has worked well so far? What hasn't? What could be improved and why?

### **Other Comments**

- 19. If you have any other comments/information that you would like to provide which is not covered by the above then please include it here.

***Thank you for your time in completing this questionnaire.***

**GMGU (Urban Vision Partnership Ltd)**

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