

Agenda Item No:

**NORTH LONDON WASTE AUTHORITY**

**REPORT TITLE:**

**TOWARDS THE MAYOR'S HOUSING STRATEGY CONSULTATION**

**REPORT OF:**

**HEAD OF WASTE STRATEGY AND CONTRACTS**

**FOR SUBMISSION TO:**

**AUTHORITY MEETING**

**DATE:**

**7<sup>th</sup> February 2007**

**SUMMARY OF REPORT:**

This brief report provides Members with the principal relevant details of a consultation document issued by the Mayor of London. The results of the consultation will feed into the development of the Mayor of London's forthcoming Housing Strategy.

**RECOMMENDATION**

The Authority is recommended to approve the draft response to the consultation attached as Appendix 1.

**Signed by Head of Waste Strategy  
and Contracts**

.....

**Date:** .....

## 1. INTRODUCTION

- 1.1 On 13<sup>th</sup> July 2006 the Government announced a package of proposals to enhance the Mayor of London's role in a number of areas including housing. The Government announced that it would give the Mayor of London additional powers and make him responsible for the capital's Housing Strategy and for deciding the broad distribution of investment in affordable homes. The Mayor of London's new housing powers will complement his stronger planning powers.
- 1.2 In summary the Government is proposing that:
- The Mayor will prepare and publish a statutory Housing Strategy for London and a Strategic Housing Investment Plan, setting out the priorities to meet the housing needs of all Londoners.
  - The Mayor will decide the broad distribution of the affordable housing part of the 'regional housing pot' in line with the Strategy, and therefore how public money for new affordable housing will be spent.
- 1.3 In addition to the above, it is also proposed that the Mayor will have new duties to prepare and publish a statutory Climate Change Strategy and Energy Strategy as well as a Climate Change *Adaptation* Strategy.
- 1.4 These proposals require legislation, which forms part of the Greater London Authority (GLA) Bill which was published on 28<sup>th</sup> November. The Bill will enact the statutory elements of the Government's announcement in July 2006 on the review of the powers of the Mayor of London and London Assembly. The consultation document says that the Government anticipates that the Bill will receive Royal Assent in 2007.
- 1.5 In the interim, the Government has transferred the roles and responsibilities of the London Housing Board (which has now ceased to exist) to the Mayor of London.
- 1.6 The consultation has three purposes:
- To set out the Mayor's approach to his new housing powers, and the structures and timetable he intends to put in place to develop the Mayor's Housing Strategy.
  - To discuss seven key policy areas where the Mayor envisages significant changes in emphasis from the existing London housing strategy – Capital Homes – which was produced by the London Housing Board in 2005.
  - To launch a period of consultation during which the Mayor of London hopes to receive comments from Londoners on both the issues raised in the paper and on strategic housing issues in the capital in general.
- 1.7 In terms of timetables it is anticipated that following the consultation, the Mayor's draft Housing Strategy and Strategic Housing Investment Plan will be produced in July 2007, with further consultation on and formal scrutiny in 2007/08, depending upon the GLA Bill, followed by endorsement of the statutory Mayor's Housing Strategy, subject to the GLA Bill approval, in 2008.

## **2.0 IMPLICATIONS FOR THE AUTHORITY**

- 2.1 Although the detailed aspects of this consultation document do not have direct relevance to the Authority the impact of additional people and housing, and the distribution of the same, has a potential impact on the Authority because of the additional amount of household waste generated as a result. Additional building and construction waste is also created during the build phase although this is less likely to impact upon the Authority because this is generally not the type of waste which is collected by the constituent borough councils.
- 2.2 In addition to the above, new house building provides potential opportunities which are relevant to waste; specifically, to incorporate recycled products into the buildings, thereby increasing the local market for recycled products and also the possibility of installing district heating systems which can be powered by energy from waste. Sustainable design and construction also has direct relevance to the delivery of the Mayor's other strategies mentioned above on climate change and energy.
- 2.3 Finally it is relevant to consider the design of any new housing and important to ensure that adequate provision has been made for refuse and recyclables storage within the properties and that sufficient space is allocated outside for communal refuse and recycling facilities and waste collection.

## **3.0 CONSULTATION RESPONSE**

- 3.1 The Authority's response, which is attached as in Appendix 1 does not address the 43 specific questions included in the consultation document, but instead makes general comments upon the relevant issues that are outlined in section 2 above.
- 3.2 The deadline for responses is 5pm on 7<sup>th</sup> February 2007, but Authority officers have brought the attached recommended response to the attention of the London Mayor's officers in the meantime.

## **4.0 RECOMMENDATION**

- 4.1 The Authority is recommended to approve the attached draft response to the consultation paper entitled 'Towards the Mayor's Housing Strategy' issued by the Office of the London Mayor.

## **5.0 COMMENTS OF THE FINANCIAL ADVISER**

- 5.1 The Financial Adviser has been consulted in the preparation of this report and has no comments to add.

## **6.0 COMMENTS OF THE LEGAL ADVISER**

- 6.1 The Legal Adviser has been consulted in the preparation of this report and has no comments to add.

### **Local Government Act 1972 – Access to information**

**Documents used:** Towards the Mayor's Housing Strategy, Consultation Paper, Mayor of London, November 2006

Capital Homes, London Housing Strategy 2005 – 16, London Housing Board, July 2005.

<http://www.gos.gov.uk/gol/161402/267305/267495/>

**Contact Officers:** Andrew Lappage, Head of Waste Strategy & Contracts  
&  
Barbara Herridge, Policy and Development Manager

Unit 169, Block 1B  
Lee Valley Technopark, Ashley Road  
N17 9LN

Tel: 020 8489 5730

Fax: 020 8365 0254

E-mail: [post@nlwa.gov.uk](mailto:post@nlwa.gov.uk)

## Appendix 1

### **Draft Authority Response to 'Towards the Mayor's Housing Strategy' Consultation Paper, Mayor of London, November 2006**

To be emailed to: [mayor@london.gov.uk](mailto:mayor@london.gov.uk) with 'Towards the Mayor's Housing Strategy' as the subject title.

Ken Livingstone  
Mayor of London  
(Towards the Mayor's Housing Strategy)  
FREEPOST 15799  
London  
SE1 2BR

7<sup>th</sup> February 2007

Dear Mayor Livingstone,

#### **Towards the Mayor's Housing Strategy**

Thank you for providing us with the opportunity to respond to the consultation on the above.

The North London Waste Authority is one of the four statutory joint waste disposal authorities in London and as such, whilst the consultation document does not have direct relevance to the Authority's day-to-day operations, there are some aspects of a spatial housing strategy which do impact upon the Authority and which we would ask the Mayor of London to take into account in developing such a strategy. Accordingly our attached response addresses some of the general issues raised rather than responding individually to the 43 specific questions included.

The Mayor's Housing Strategy clearly has a significant impact upon the Authority's constituent borough councils and you will receive responses from them individually.

If you require clarification on any of the points raised, please do not hesitate to contact me.

Yours faithfully,

**Cllr. Brian Coleman AM FRSA**  
**Chairman, North London Waste Authority**

**TOWARDS THE MAYOR'S HOUSING STRATEGY -  
RESPONSE OF THE NORTH LONDON WASTE AUTHORITY, FEBRUARY 2007**

**1.0 Generation of Waste**

- 1.1 The spatial distribution of new housing will clearly have an impact on the spatial distribution of waste generation. If the new housing strategy results in significant changes to the proposed developments, then the Authority would urge the Mayor of London to consult with and inform all authorities collecting and managing waste. This is because significant increases in household waste volumes have significant operational and financial impacts for collection and disposal authorities. Because of the reducing amount of biodegradable municipal waste which London waste disposal authorities can send to landfill, any significant increase in housing development may severely impact upon authorities' abilities to meet the targets. This issue is particularly acute because the base year for LATS targets is 1995, so any significant increases in housing and waste tonnages subsequent to that will obviously have a real impact on an authority's ability to meet the targets based upon waste arisings in 1995.
- 1.2 The build phase of any such developments will also generate waste, but as this is less likely to enter the municipal waste stream, the Authority is not commenting upon that impact here.

**2.0 Use of recycled and re-usable products**

- 2.1 The second major aspect of any housing strategy that the Authority would urge the Mayor of London to consider is the use of recycled products within the construction of new build properties and/or the re-use of materials from demolished properties. Whilst the Authority accepts that the Mayor London's Supplementary Planning Guidance document on Sustainable Design and Construction, May 2006, covers such issues, the Authority would like to see the policies contained within the above explicitly referenced within the final Housing Strategy.
- 2.2 In the Authority's response to the Government's Review of England's Waste Strategy, February 2006, the Authority commented that although the consultation on the Code for Sustainable Homes was complete, the Authority felt that more could be done to legislate to require minimum recycled content material in construction projects to stimulate the market for recycled construction materials.
- 2.3 The Authority argued that the Code was disappointing in this respect because although it makes provision for site waste management plans as well as outlining the requirements for the provision of recycling facilities within dwellings, it includes little in the way of minimum recycled content requirements which the Authority believes is a missed opportunity to encourage greater use of recycled and re-used material in construction projects.

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- 2.4 The Authority supported the view of the Waste and Resources Action Programme as outlined in its response to the consultation on the Code for Sustainable Homes, that 10% of a building's materials by value should come from re-used, reclaimed or recycled sources, a point which has also been recommended by the Sustainable Buildings Task Force and incorporated within the Mayor's Supplementary Planning Guidance on Sustainable Design and Construction. This may be in the form of secondary aggregates, reclaimed bricks, timber, etc., or insulation materials made from recycled wastes.
- 2.5 As the Mayor is developing a new Housing Strategy for the Capital, the Authority considers this to be an opportunity to set some standards within that document for recycled and re-used products within new build properties. The Authority would like to see the Mayor's Housing Strategy explicitly incorporating guidance on this issue in terms of setting targets for minimum recycled content in new properties as outlined in the Mayor's Supplementary Planning Guidance on Sustainable Design and Construction. The Authority would also like to see the Housing Strategy making a commitment to providing information to and encouraging organisations developing new properties to sign up to the Mayor's Green Procurement Code, within the limits of public procurement policy.

**3.0 District heating**

- 3.1 The third aspect of relevance to the Authority and which we would like to see the new Housing Strategy incorporate specifically is consideration of district heating provided by energy-from-waste processes.
- 3.2 Section 9 of the consultation document on Tackling Climate Change makes reference to the revised London Plan and the proposals contained within it to require new developments to be as energy efficient as possible from the outset, to require decentralised energy provision – for example, through combined heat and power (CHP) in all new developments where feasible – and to generate 20% of their energy needs on site from renewable energy sources. It is also recognised by the Authority that (as outlined in the Mayor's Supplementary Planning Guidance on Sustainable Design and Construction, Mayor of London, May 2006) existing buildings account for over 70% of London's emissions of carbon dioxide.
- 3.3 This means that whilst there is a clear need to improve the energy use of and emissions from the existing housing stock, the Mayor of London should take this great opportunity to review potential sites for appropriately sized housing developments to ensure that they also include consideration of actual or potential proximity to new combined heat and power with energy-from-waste facilities that could provide a source of energy-efficient district heating wherever this is viable for both the developer and the relevant waste disposal authority(ies).

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**4.0 Design for waste and recycling**

- 4.1 The Strategy also needs to include consideration of need for adequate provision for refuse and recyclables storage within properties and to reference the need to ensure that sufficient space is allocated outside for communal refuse and recycling facilities and waste collection. Whilst there is a considerable amount of guidance already in place on this issue it would be helpful if the final housing strategy makes reference to this guidance and incorporates some specific policies (which might be cross-referenced from existing documents) to these requirements.
- 4.2 The details of the current guidance in place is included in the North London Joint Waste Development Plan Document Guidance for Local Borough Development Frameworks prepared for the North London boroughs by Land Use Consultants, April 2006. This is included in Appendix A.
- 4.3 Again, whilst the Mayor of London's Supplementary Planning Guidance on Sustainable Design and Construction includes requirements for the use of recycled and re-used products within construction projects, the Authority would like to see this guidance specifically stated within the final Housing Strategy when it is published.

NORTH LONDON JOINT WASTE DEVELOPMENT PLAN DOCUMENT

GUIDANCE FOR BOROUGH LOCAL DEVELOPMENT FRAMEWORKS

Prepared for North London Boroughs

by

Land Use Consultants

April 2006

***Securing the provision of waste management facilities in new development***

In order to maximise the potential for meeting waste recycling targets new, and where possible existing development, should be designed to incorporate space for integrated sustainable waste management. This may involve providing space for waste separation activities, improving site layout for kerbside collection or incorporate CHP systems. Dealing with waste arisings at source reduces transportation distances, supporting the proximity principle, and helps to promote personal responsibility for waste management.

**What the guidance and RSS say: Securing the provision of waste management facilities in new development**

PPS 10, Paragraph 35

“Good design and layout in new development can help to secure opportunities for sustainable waste management, including for kerbside collection and community recycling as well as for larger waste facilities. Planning authorities should ensure that new development makes sufficient provision for waste management and promote designs and layouts that secure the integration of waste management facilities without adverse impact on the street scene or, in less developed areas, the local landscape.”

London Plan, Policy 4B.6 Sustainable design and construction

“The Mayor will, and boroughs should, ensure future developments meet the highest standards of sustainable design and construction and reflect this principle in UDP policies.

These will include measures to...

...promote sustainable waste behaviour in new and existing developments, including supports for local integrated recycling schemes, CHP schemes and other treatment options.”

GLA Sustainable Design and Construction Draft SPG, Paragraph 2.7.3

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“The design of a development is critical to ensure that sustainable waste management can be achieved. Integration of sustainable waste management principles into design includes:

- Storage and recycling facilities - Design of suitable individual or shared waste sorting and recycling facilities (such as storage bins in kitchens and integrating recycling bins or composting areas into the building or site fabric). Provision of local shared recycling facilities for new residential or mixed use developments - e.g. paper, glass, plastics, cans, and clothing. Provision of local facilities encourages uptake of recycling and reduces the need to drive to a central facility. Siting of recycling facilities should follow consideration of vehicular access to the site, and potential nuisance (noise) impacts on amenity
- Composting - Provision of a composting facility in properties with gardens or landscaped space.
- Renewable Energy – incorporation of or access to biological waste treatment facilities to provide a renewable energy source for CCHP, CHP or district heating schemes (e.g. anaerobic digestion producing methane) (See Section 2.3.2).”

### Paragraph 2.7.4: Essential Standards

“Designing for waste:

- Provide facilities to recycle or compost at least 25% of household waste by means of separated dedicated storage space. By 2010 this should rise to 35%.
- Provide for local shared recycling facilities, one site per 500 persons or per 1000 habitable rooms as well as facilities for kerb side collection.
- Recycling facilities should be as easy to access as waste facilities”

### Paragraph 2.7.5 Mayor's Preferred Standards

“Designing for waste:

- Provide facilities to recycle or compost at least 35% of household waste. By 2015 this should rise to 60%.
- Incorporation of or access to new waste recovery facilities (anaerobic, digestive, pyrolysis/gasification) especially to provide a renewable source of energy e.g. Methane from anaerobic digestion”

**Report Ends**