

Agenda Item No:

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

DRAFT FURTHER ALTERATIONS TO THE LONDON PLAN

REPORT OF:

HEAD OF WASTE STRATEGY AND CONTRACTS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

20th September 2006

SUMMARY OF REPORT:

This report summarises the current position in relation to the draft *Further* Alterations to the London Plan and advises Members of the next steps in the consultation process and work underway.

RECOMMENDATIONS

The Authority is recommended to

- i) approve the draft interim response at para 4.2; and
- ii) to approve the submission of a draft response to the *Further* Alterations to the London Plan, in consultation with the Chairman, with the response to be ratified at the next Authority meeting.

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

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Date:

1.0 SUMMARY

- 1.1 Following a previous consultation on draft '*Early* Alterations to the London Plan', a consultation on 'draft *Further* Alterations to the London Plan' is expected to start and finish between this Authority meeting and the next. The main thrust of this consultation is already known, and is set out below along with the principal implications for the Authority.
- 1.2 Members are asked to agree a draft interim response on one detail and the principles that the Authority's full response should follow so that a draft response can be prepared for the next Authority meeting with notice being sent to the London Mayor in advance that the Authority's response cannot be finalised until our next meeting on 20 December 2006.

2.0 OVERVIEW OF THE DRAFT FURTHER ALTERATIONS TO THE LONDON PLAN

- 2.1 In line with Section 341 of the Greater London Authority Act 1999, the Mayor of London has prepared draft *Further* Alterations to the London Plan, the spatial development strategy for Greater London. In accordance with Section 335 of the Act above, the draft proposals have been made available to the London Assembly and functional bodies for the purposes of consultation. They develop the previously published draft *Early* Alterations to the London Plan.
- 2.2 These draft *Further* Alterations were made available for consultation with the London Assembly and Functional Bodies between 30th May and 21st July 2006.
- 2.3 The Authority was invited to comment upon the draft *Further* Alterations during the above period, but has not done so, principally so that it can take account of the results of the Inspector's report of the Examination in Public of the draft *Early* Alterations to the London Plan and supplementary research and modeling commissioned by the GLA that have not yet been published.

- 2.4 It was also the case that the draft *Further* Alterations consultation with the Assembly was being conducted at the same time as the Authority was supporting the Planning Officers' Group giving oral evidence to the Examination in Public which was considering the Draft *Early* Alterations to the London Plan on which the Authority and individual boroughs in their capacities as waste collection and planning authorities had given written evidence. This meant officer time was not available to review what was being considered by the Assembly.
- 2.5 The timetable for consultation on the draft *Further* Alterations to the London Plan is between 25th September and 15th December 2006. The Examination in Public of the draft *Further* Alterations is due in spring 2007. Adoption and publication of the *Further* Alterations to the London Plan is planned to be in early 2008.
- 2.6 The draft response that will be prepared for the next meeting of the Authority on 20th December 2006 will be in the public domain by the London Mayor's proposed closure of his consultation period, so can be submitted to the London Mayor as a draft subject to amendment and ratification on 20th December 2006.

3.0 PRINCIPAL CONSULTATION ISSUES

- 3.1 The first issue arises from the London Mayor's assessment that many central London boroughs simply will not be able to find sites to manage the waste arising in their area, so a system must be devised to apportion this obligation to other parts of London.

Waste Apportionment

- 3.2 Planning Policy Statement (PPS) 10 requires the London Plan to apportion the tonnages of waste to be managed in the region to each Waste Planning Authority area (WPA) or to groups of WPAs where they have agreed to work jointly (see PPS10 paragraph 9).
- 3.3 The underlying rationale is that this needs to be done in order to meet the national policy aim that most waste should be treated or disposed of within the region in which it is produced (regional self-sufficiency). In practical terms this means that facilities are required for all wastes (municipal, other commercial & industrial and construction & demolition wastes) with sufficient capacity to manage 75 percent (15.1 million tonnes) of these wastes arising within London by 2010, rising to 80 per cent (18.2 millions tonnes) by 2015 and 85 per cent (19.6 million tonnes) by 2020. For municipal waste, the self-sufficiency targets are 50% in 2010, 75% in 2015 and 80% in 2020.

- 3.4 The existing London Plan and the draft *Early Alterations* had included some proposals for setting a strategy for waste management and signaling a broad apportionment of waste to sub-regions. It is noted in the original London Plan (February 2004) that the Central London sub-region will be unable to achieve self-sufficiency in terms of waste management and that waste will need to be managed in other sub-regions. This is reflected in the draft *Early Alterations* to the London Plan, which also gives an indicative land requirement for waste facilities in each sub-region along with indicative numbers of facilities in each sub-region taking into account the redistribution of waste from Central London and the opportunities arising in the other sub-regions.
- 3.5 The draft *Early Alterations* to the London Plan proposed that 50% of the surplus waste from Central London be redistributed to the East sub-region, 28% to the West sub-region and 22% to the North sub-region (nothing to the South). For the purposes of the draft *Early Alterations* and clarification: Camden and Islington were at that draft *Early Alterations* stage in the 'Central' sub-region area and Hackney in the East, the four remaining boroughs comprised the 'North'. However, it is noted that for housing targets which are outlined in the draft *Further Alterations* the 'North' sub-region includes all seven of the Authority boroughs plus Westminster.
- 3.6 The draft *Early Alterations* contain no apportionment of central London waste to the borough level which is necessary because of the difference in sub-regional boundaries and also to aid joint planning by Waste Disposal Authority area, rather than by planning sub-regions. The GLA agreed in the Examination in Public that it would be helpful for them to set up a study to establish criteria for apportionment so as to achieve apportionment on a borough basis which would enable different sub-regional groupings to work together and demonstrate compliance with their London Plan obligations.
- 3.7 Accordingly the GLA appointed consultants to develop a model for borough apportionment, whose work is due to be completed by September. Their report will accompany the Public Consultation of the Draft *Further Alterations* to the London Plan due to be published shortly.
- 3.8 On 9th August the Association of London Government (ALG) hosted a stakeholder workshop to discuss the criteria to be used in modeling apportionment and consider weighting of criteria within the model. Authority officers engaged with the modeling process by attendance at the above meeting and commented upon the model and the criteria being used.

- 3.9 The criteria which will be used in the model include:
- 3.9.1 Apportioning waste to boroughs that provide the opportunity to use sustainable transport
 - 3.9.2 Apportioning waste to boroughs that provide the opportunity to minimise congestion
 - 3.9.3 Apportioning waste to boroughs that have a lower proportion of designated/protected areas.
 - 3.9.4 Apportioning waste to boroughs that have a lower flood risk
 - 3.9.5 Social and economic considerations (such as the cumulative impacts of waste management)
 - 3.9.6 Apportioning waste to boroughs where there is capacity to manage it.
 - 3.9.7 Apportioning waste to boroughs close to where it arises
- 3.10 A range of different factors will be used to rate each borough on the above criteria and therefore to give each borough a 'score' in terms of the theoretical ability of that borough to host waste facilities and have waste apportioned to it.

Waste Technologies

- 3.12 The London Mayor continues to have a presumption in favour of new and emerging waste treatment technologies over energy-from-waste incineration as used in North London for over thirty years, particularly where these have the potential to generate "renewable hydrogen".

4.0 IMPLICATIONS FOR THE AUTHORITY

- 4.1 It is important to the Authority and the implementation of the North London Joint Waste Strategy that a mechanism is found by which our constituent borough councils in their capacity as waste planning authorities can develop a joint planning framework through which the NLJWS can be implemented. The concept of apportioning total London self-sufficiency targets to a Borough level appears to be the only way of doing this.
- 4.2 Turning to the question of the method of apportionment, the above criteria now appear reasonable (following amendments agreed at the ALG meeting that are incorporated above) but Authority officers have raised concerns with GLA officers about the information base with which they intend to apply to the land availability criteria. Draft comments on this matter have been submitted as set out below, subject to the Authority's approval at this meeting:

“We understand the need for consistency of data being used in the model and consequently understand the rationale for using GLA data on industrial land availability as the basis for rating ‘potential waste site availability’ for each borough. However, from our experience in North London we suggest that using a survey which is based upon desk-based industrial sites information may result in an over-estimate of the potential capacity for new facilities and therefore the likely ‘scoring’ of individual boroughs on this criteria.

“Some individual industrial sites will be too small for economically sized waste management facilities and a considerable number of sites may have already been redeveloped or been sold for redevelopment.

“We therefore caution that the use of desk based surveys of industrial land availability may over-estimate the number of suitable sites for future waste management facilities and recommend that the model is refined at the earliest opportunity to take account of more detailed information from boroughs as this could have a significant impact on the site availability scores for each borough.”

5.0 RECOMMENDATIONS

- 5.1 The Authority is recommended to
- i) approve the draft interim response at para 4.2; and
 - ii) to approve the submission of a draft response to the *Further Alterations* to the London Plan, in consultation with the Chairman, with the response to be ratified at the next Authority meeting.

6.0 COMMENTS OF THE FINANCIAL ADVISER

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

7.0 COMMENTS OF THE LEGAL ADVISER

- 7.1 The Legal Adviser has reviewed this report and has no comments to add.

Local Government Act 1972 – Access to information

Documents used: Draft Further Alterations to the London Plan (Spatial Development Strategy for Greater London), Mayor of London, May 2006

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Report Ends