



Executive Member for Housing and Development

Meeting of:	Date:	Ward(s):
COUNCIL	6.12.18	All

Delete as appropriate:	Exempt	Non-exempt
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SUBJECT: APPROVAL OF THE REVISED NORTH LONDON WASTE PLAN FOR PUBLICATION, CONSULTATION AND SUBMISSION

1. Synopsis

- 1.1 The seven North London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest (the Boroughs) are working together to produce the North London Waste Plan ('NLWP'). The NLWP will cover the period 2017 to 2035 and, once adopted, it will form part of the statutory Development Plan for these areas. The requirement to produce a waste plan is set out in national and London planning policy.
- 1.2 The purpose of the NLWP is firstly to ensure there will be adequate provision of suitable land to accommodate waste management facilities of the right type, in the right place and at the right time up to 2035 to manage waste generated in North London; and secondly to provide policies against which planning applications for waste development will be assessed, alongside other relevant planning policies/guidance. Islington has one existing waste site at the Hornsey Street Reuse and Recycling Centre. The NLWP identifies no further land for waste sites in Islington.
- 1.3 The Draft Plan underwent consultation between July and September 2015. Since that time, the Boroughs have undertaken further work to ensure that the proposed submission plan takes account of changes to the London Plan and to the National Planning Policy Framework, and is based on the most up to date evidence. The Boroughs have also taken into account the consultation representations and the results of the further work in drawing up the proposed submission version of the plan. Formal approval to progress the NLWP to the next stage in the

plan making process is sought. The next stage is consultation on the proposed submission version, under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which is intended to commence in January 2019. This will be followed by submission to the Secretary of State in the summer of 2019.

2. Recommendations

- 2.1 To approve the North London Waste Plan (at Appendix 1) for publication and formal statutory consultation, and subsequent submission to the Government.
- 2.2 To agree to authorise the Corporate Director of Environment and Regeneration, in consultation with the Executive Member for Housing and Development, and in conjunction with the other north London boroughs, to submit appropriate changes to the North London Waste Plan in the run up to, and during, the Independent Public Examination of the document, in response to objectors' submissions, requests from the Planning Inspector and any emerging evidence, guidance or legal advice.

3. Background

- 3.1 The Boroughs originally submitted the joint waste plan for Independent Examination by a Planning Inspector in February 2012. The Planning Inspector considered that the plan did not comply with the legal requirements of the Duty to Co-operate, which was introduced by the Localism Act when the plan was at an advanced stage. Following this, the Boroughs commenced work on jointly preparing a new version of the plan which fulfilled the Duty to Co-operate. This new work involved amendments to the Memorandum of Understanding (MoU) and updates to the evidence base prepared by Urban Vision consultants.
- 3.2 To further ensure that the Duty to Co-operate has been met, additional work has been done to estimate how much and what type of waste is likely to be exported to each waste planning authority area from the North London area during the plan period. This gives greater certainty to the waste planning authorities who have been taking in waste from North London. The Boroughs have been engaging with these authorities under the Duty to Cooperate and identifying if there are any barriers to these movements continuing.
- 3.3 The Boroughs are required to draw up a plan to manage waste by the EU Waste Framework Directive, the National Waste Management Plan, the National Planning Policy for Waste and by the Mayor's London Plan. The London Plan apportions an amount of waste to each borough that must be managed in that area.
- 3.4 At the meeting of the Executive on 16 July 2015, it was agreed that the draft NLWP should be published for consultation. The Draft Plan consultation took place over a nine-week period from 30th July 2015 to 30th September 2015. The Draft Plan provided the first opportunity for stakeholders to make comments on the strategy for future waste management in North London, potential locations for new facilities across the area, and policies.
- 3.5 A total of nearly 7,000 individuals over 5,000 organisations and public bodies were notified of the Draft Plan consultation. In addition, notifications were sent to over 7,500 addresses close to sites and areas referred to in the Draft Plan. Six public consultation days were held.
- 3.6 A total of 213 representations were received, and these responses are detailed in the consultation report (Appendix 2). There was general support for the draft aims, objectives and

spatial strategy of the plan. The preferred approach for the Plan including maximised recycling and net self-sufficiency in a number of waste streams (i.e. the North London boroughs would collectively provide enough waste management capacity to manage the equivalent of the waste generated in North London, while recognising that some imports and exports of waste in and out of the area will continue) was on the whole, also supported.

- 3.7 Around 70% (148) of the comments received were objections to sites and areas where new waste facilities may be suitable, although the methodology for identifying new sites and areas was broadly supported. However, a number of proposed sites and areas which have been assessed as potentially suitable for waste uses through the NLWP assessment criteria were not considered suitable by local residents and community groups, for reasons mainly relating to the potential negative impacts of a waste facility in the local area. No new sites or areas for waste facilities were identified in Islington.
- 3.8 There was broad support for the policy setting out assessment criteria for new waste management facilities. There was also strong support for the policy safeguarding existing sites and it was suggested that this policy could also include expansions to existing facilities. Islington has one existing waste site, the Hornsey Street Reuse and Recycling Centre. There was general support for improving coverage of Re-use & Recycling Centres across North London with some suggestions about how the policy could be improved. New policies encouraging the incorporation of recycling facilities in new development, waste water and landfill/landraising were suggested.

Content of the Draft Plan

- 3.9 There are seven waste streams which the NLWP must plan for, including Local Authority Collected Waste (LACW) which is produced by householders and collected by local authorities, and Commercial and Industrial (C&I) waste arising from business and industry.
- 3.10 The chosen approach to future waste management set out in the NLWP is to reduce waste exports by identifying land for facilities to manage the equivalent of all LACW, C&I, Construction and Demolition waste (C&D), including hazardous waste, generated in North London, while recognising that some imports and exports of other streams of waste will continue (net self-sufficiency).
- 3.11 National waste policy sets out a waste hierarchy, which aims to prevent/limit waste in the first instance; where this is not possible then reuse and recycling are promoted over other forms of waste disposal such as incineration and landfill. The NLWP plans to move waste up the waste hierarchy by diverting as much waste as possible away from disposal to landfill by identifying land suitable for recycling and recovery facilities.
- 3.12 The Plan builds on the waste management capacity of existing waste sites. Existing waste sites are safeguarded for waste use in the London Plan and also through the NLWP. A change to the plan since the 2015 consultation is that appropriate expansion or intensification of existing waste sites is supported, but only where it is in line with the relevant aims and policies of the NLWP, the London Plan and Local Plans.
- 3.13 The plan is underpinned by the following seven spatial principles:
- A. Make use of existing sites
 - B. Seek a geographical spread of waste sites across North London, consistent with the principles of sustainable development

- C. Encourage co-location of facilities and complementary activities
- D. Provide opportunities for decentralised heat and energy networks
- E. Protect local amenity
- F. Support sustainable modes of transport

3.14 The recycling and recovery targets built into the NLWP are set out in Table 1 below.

Table 1 - Recycling and Recovery Targets

Waste stream	Target	2016 baseline
LACW	50% recycling for LACW by 2020	32%
C&I	70% recycling by 2020, 75% recycling by 2031 with 15% energy recovery from 2020	44%
C&D	95% recycling by 2020	73%
Biodegradable or recyclable waste	Zero biodegradable or recyclable waste to landfill by 2026	Not known

3.15 There isn't enough capacity at present in North London to deal with the amount of waste projected. This 'capacity gap' is identified by looking ahead at the amount of waste from different waste streams projected at five yearly intervals, and then taking away the capacity that will exist at that time for that waste stream.

3.16 Table 2 below sets out the capacity requirements (i.e. the amount of land required) for meeting net self-sufficiency for LACW, C&I and C&D. These requirements are based on assumptions regarding growth, achievement of recycling levels, net self-sufficiency across three waste streams, and the average size of facilities. The lesser requirement for meeting London Plan apportionment are set out in brackets.

Table 2 Capacity requirements for meeting net self-sufficiency for LACW, C&I and C&D

Facility Type	Hectares				
	2018	2025	2030	2035	Total
Recovery (C&I/LACW)	1 (1)				1(1)
Recycling (C&I)	1(1)	1(1)		1	3(2)
Recycling (C&D)	0	0	2	0	2
Recycling (Hazardous)	2				2
Treatment HIC, CDE	1				1
TOTAL land required in North London	5 (2)	1 (1)	2 (0)	1 (0)	9 (3)

3.17 Most LACW is managed at the Edmonton EcoPark facility. The existing Edmonton facility will be replaced in 2025. The North London Waste Authority (NLWA) has received a Development Consent Order (a means of obtaining planning consent for a nationally significant infrastructure project) for a new Energy Recovery Facility on the same site, with capacity of around 700,000 tonnes per annum to deal with all the residual waste under the control of the Authority from 2025 until at least 2050.

3.18 Additional capacity for recycling for both LACW and C&I waste streams is needed, though many existing facilities can manage both waste streams.

- 3.19 The NLWP identifies sufficient land to manage the equivalent of all Construction and Demolition (C&D) waste arising in North London by 2035, while acknowledging that some exports will continue, particularly for Excavation waste. A total of 5 hectares of land will be required to facilitate this provision. Opportunities to re-use CD&E waste locally will be supported.
- 3.20 While a 'site' is an individual plot of land that will be safeguarded for waste use, an 'area' comprises a number of individual plots of land, for example, an industrial estate or employment area, that is in principle suitable for waste use but where land is not specifically safeguarded for waste. The NLWP identifies one specific site (a replacement site for the NLWA's facility in Hendon) which has recently received planning permission.
- 3.21 The NLWP identifies a number of 'areas of search' in which sites should become available within the plan period. It is considered that this amount of new land is sufficient to achieve a sound plan. Only a small part of these areas would need to come forward for waste facilities to provide sufficient, additional capacity to meet the needs. The areas of search are not safeguarded and boroughs are not prevented from giving permission to non-waste uses in these areas. The area approach is more flexible for boroughs and developers. No areas of search are identified in Camden or Islington.
- 3.22 The NLWP includes a 'windfall sites' policy. The purpose of this policy is to ensure that development for new waste facilities, on sites which do not form part of the planned strategy in the NLWP, make a positive contribution to managing waste in North London. Applications for new waste development outside the sites and areas identified in the plan will only be permitted where it is demonstrated that the sites and areas identified in the plan are not available or no longer suitable. Proposals on windfall sites must also comply with the development criteria set out in the plan and must also be able to demonstrate that future development projects are not compromised.

Next Steps

- 3.23 The seven individual NLWP boroughs are each seeking formal approval for the Regulation 19 version of the NLWP between October and December 2018. Pending approvals, the consultation on the proposed submission version will begin in January 2019. Representations made during consultation on the proposed submission plan will be considered and any proposed changes will be submitted to the Inspector for examination along with supporting documents.
- 3.24 Once the plan is submitted, currently programmed for summer 2019, an independent Inspector will be appointed (on behalf of the Secretary of State) to examine whether the NLWP meets the required legal and soundness tests, including duty to co-operate and procedural requirements. It is likely that the public hearing will be in autumn 2019 and adoption in 2020.

4. Implications

4.1 Financial implications:

Under the NLWP MoU the boroughs have agreed to share the costs equally. The costs to be shared include the cost of the consultants, the two members of staff employed by Camden as the lead borough for the various consultations and of the Independent Examination. The costs of preparing the NLWP have been included in the overall budget for preparation of Islington's Local Plan.

4.2 Legal Implications:

The Council, at the meeting of the Executive on 16 July 2015, agreed a revised Memorandum of Understanding (MoU) about joint working on the NLWP. This has been agreed and signed by all other NLWP boroughs. The MoU sets out how the boroughs will cooperate and carry out work to prepare the NLWP, makes Camden the lead borough and deals with financial matters and dispute resolution. The boroughs will be consulting on the proposed submission NLWP under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

4.3 Environmental Implications:

The NLWP has several positive environmental impacts. Overall, the plan aims to ensure that north London is self-sufficient in terms of waste management, furthermore, it seeks to reduce the amount of waste sent to landfill and encourages recycling. It sets out a robust framework for managing waste in sustainable manner.

4.4 Resident Impact Assessment:

The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment (RIA) was completed on 26 September 2018 and is attached at Appendix 3. It concluded that there were no negative impacts for people with protected characteristics in Islington. Given that there are no new waste sites or 'areas of search' in Islington, there is limited scope for negative impacts. There may be positive impacts given that the plan encourages recycling across the borough and also seeks to ensure that recycling facilities provided as part of new development are inclusively designed and accessible.

Further to the RIA, a more in-depth Equalities Impact Assessment has been carried out on the draft NLWP by Urban Vision consultants, and is available on request.

5. Reason for recommendations

- 5.1 Each Local Planning Authority is required to have a waste plan. This joint NLWP will help achieve sustainable waste management by providing a sound basis for the provision of waste management infrastructure, contributing to the conservation of resources by improving the efficiency of processing and making better use of waste created within North London.

Appendices

- Appendix 1 - North London Waste Plan Proposed Submission (Regulation 19)
- Appendix 2 – Interim Report on Draft Plan Consultation
- Appendix 3 – Resident Impact Assessment

Background Papers: None

Final report clearance:

Signed by:



27.11.18

Executive Member for Housing and Development

Date

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