



**Executive**  
13<sup>th</sup> March 2006

**Report from the Director of  
Environment and Culture**

For Action

Wards Affected:  
ALL

**Local Development Framework – Preparation of a Joint  
Waste Development Plan Document**

Forward Plan Ref: E&C-05/06-059.

**1.0 Summary**

- 1.1 This report presents the progress made so far and the preferred method for sub-regional working towards the production of a Joint Waste Development Plan Document (DPD) for West London. The other member boroughs of this DPD are Harrow, Hillingdon, Richmond, Hounslow and Ealing who will submit similar reports to the March cycles of their Executive.

**2.0 Recommendations**

- 2.1 That Executive notes the progress being made with regard to joint working on Waste planning within the LDF.
- 2.2 That Executive agrees to the preparation of a joint Waste DPD for West London, and the signing of a Memorandum of Understanding (MOU).

- 2.3 That Executive notes the lack of waste expertise within the planning services of the West London boroughs and the intention to employ consultancy support for this joint process.

### **3.0 Detail**

#### Background

- 3.1 Brent, in dealing with waste, has to consider issues relating to both the management of the waste itself, which is primarily its responsibility for collecting and dealing with municipal waste, but also, as the waste planning authority, to prepare a development plan which deals with the land use issues and identifies sites for managing and processing all types of waste.
- 3.2 As part of the responsibility for waste management, Executive considered a report in February on Brent's own strategy for municipal waste. Also, Brent is participating, as part of the West London Waste Authority, in producing a Joint Municipal Waste Management Strategy (JMWMS).
- 3.3 This report, however, is concerned with the need to make progress as a waste planning authority and seeks agreement to a collaborative approach, with other West London Waste Authority boroughs, to the preparation of a joint Development Plan Document for Waste.

#### Reasons for a Joint Waste DPD

- 3.4 In promoting the principles of sustainable development to protect the environment and human health; Government planning guidance (contained in PPS10 on Waste) aims to produce less waste and utilise it as a resource wherever possible. In particular, this means reducing reliance on landfill and making a step-change in waste management, including significant new investment in waste facilities. Additionally, PPS10 and its companion guide encourage waste planning authorities to work collaboratively or sub-regionally with like authorities in their approach to waste planning. Given the joint arrangements for the management of waste, it is sensible therefore that there should be similar joint arrangements for the planning of new waste facilities.
- 3.5 As part of its 2005 Local Development Scheme (LDS), Brent presented its agreement to work with the 5 London Boroughs of Ealing, Harrow, Hillingdon, Hounslow and Richmond-upon-Thames to deal with the issue of waste planning and produce a joint Waste Development Plan Document. The Waste DPD will cover all waste streams (not just municipal waste) and site allocations.
- 3.6 Although no detailed appraisal was undertaken to assess whether a different grouping of boroughs could be sought, it made common sense

to mirror the current grouping of waste disposal authorities, rather than create a different arbitrary grouping of boroughs.

- 3.7 It is advantageous to undertake waste management jointly because (a) it enables waste and recycling facilities to be shared across boroughs in a sub-region and (b) it enables boroughs to share the limited expertise available on waste planning.

#### Progress so far

- 3.8 Planning Officers from the constituent boroughs have held joint meetings over the last 12 months in order to identify the most appropriate approach to producing the Waste DPD. To date, these meetings have reinforced the necessity for, and benefits of, pursuing this sub-regional approach to waste planning for the LDFs.

#### Developing a preferred approach to producing the joint Waste DPD

- 3.9 There is an acknowledged absence of waste planning expertise within the Planning Services of the West London group. After considering a range of possible options, it was concluded impracticable for the West London boroughs to undertake the process in-house.
- 3.10 Best practice, in particular learnt from the waste grouping of North London boroughs, suggest that considerable consultancy support would be required throughout this process. Therefore, further work is being undertaken to identify the most appropriate way forward, including how the process is to be managed.

#### Purpose and content of a joint Waste DPD

- 3.11 The main driving force behind the need to produce a Waste DPD as soon as possible is the need for the West London boroughs to significantly reduce the level of biodegradable municipal waste going into landfill and thus avoid the swingeing financial penalties for failing to do so. It is therefore imperative that the joint Waste DPD identifies and secures sites where waste facilities can be established in order to deal with the non-landfill waste.
- 3.12 In addition to this, waste policies from the 2006 draft Alterations to the London Plan will also need to be considered. It is expected that the revised London Plan will require boroughs to include policies for all waste streams in their Local Development Frameworks (LDFs) including the site-specific proposals.
- 3.13 Hence a joint Waste DPD would be the most feasible method to identify these, and would ensure that policies are in general conformity to the London Plan.

- 3.14 Discussion on the possible content of the joint waste DPD has secured provisional agreement to produce a document that contains:
- planning policies (akin to those that might be provided in a Core Strategy DPD if no Waste DPD was being prepared)
  - the identification of site specific proposals for waste and recycling facilities
  - appropriate generic development control policies.
- 3.15 This should ensure consistency across the sub-region. By including the issue of municipal waste, it would help the constituent boroughs in meeting their recycling targets.

#### Timetable for production

- 3.16 Based on experience elsewhere, it is likely that the process of producing the joint Waste DPD, because of the statutory processes that have to be followed in getting a development plan adopted, will take approximately three years.
- 3.17 Three years also accounts for any additional time it will take to co-ordinate decision-making and community involvement across the constituent authorities. Until further work has been completed, it is not possible to indicate any start date for production, but it is hoped that this will be in late summer/ autumn 2006.
- 3.18 Once the timetable for producing the JMWMS is agreed, the West London Boroughs will bring forward alterations to their LDS.

#### Next Steps

- 3.19 The next major challenge is the methodology for producing the joint Waste DPD. This would include the identification of any preliminary work that is required before starting the process.
- 3.20 Preliminary work will involve:
- evidence-gathering
  - the production and updating of the sustainability appraisal throughout the process
  - identifying appropriate community involvement programmes
  - various stages leading to the examination in public
- 3.21 Additionally, it is important for the joint Waste DPD to link effectively into the Core Strategy DPDs of respective boroughs. Therefore work on the joint Waste DPD would need to progress as quickly as possible.
- 3.22 With the absence of waste expertise in the West London group of boroughs and the on-going pressures to deliver other Local Development Documents (LDD) for the LDS, it was proposed that a 'specification' for the work be prepared.

- 3.23 At this stage it is assumed that much of this work would need to be carried out by consultants.

#### Proposals for a single waste authority

- 3.24 The Government has recently consulted on proposals to increase the Mayor of London's powers, including whether or not a single waste authority for London be established. It may not be clear for some time whether, and in what form this may be implemented. Because of the urgency of dealing with the issues associated with waste, there is a need to commence the process of planning for waste as soon as possible, hence the proposals put forward in this report.
- 3.25 In the light of the above, Members are thus requested to agree to commit the Council to the production of a joint Waste Development Plan Document. If this is accepted, the emerging common practice is for a Memorandum of Understanding (MOU) to be signed by representatives of the constituent boroughs.

### **4.0 Financial Implications**

- 4.1 To date, joint working has been supported by two funding sources. ALG/GOL met the cost of employing a consultancy firm to examine the implications of 'Meeting the Waste Planning Challenge' for the sub-region. A further sum was provided by the DEFRA Waste Implementation Programme-Local Authority Support Unit (WIP LASU), again for consultancy support in scoping potential sites for recycling and recovery facilities within the sub-region.
- 4.2 The provisional production arrangements for the joint North London Waste DPD suggest that the individual borough costs will be approximately £35,000 per annum for three years (i.e. £105,000 in total). In practice, expenditure throughout the three years is likely to have peaks and troughs, being lower in the early stages and increasing sharply when approaching the examination and latter stages of the process.
- 4.3 The precise pattern of expenditure can only be known once a detailed programme and financial forecast have been produced. Initially funding will be from next year's budget for the Planning Service, including from Planning Delivery Grant.

### **5.0 Legal Implications**

- 5.1 The new development plan system introduced by the 2004 Planning and Compulsory Purchase Act allows for the preparation of joint Development Plan Documents (DPDs) with other local planning authorities (section 28). It is considered that such collaboration is

appropriate for the boroughs which comprise the West London Waste Authority. However, each stage of the DPD preparation process will require the approval of each individual borough. The Executive can agree the form of the proposed DPD for public consultation but it will need to be adopted (in its final form) by Full Council.

- 5.2 The recommendations include a commitment to a signing with the other constituent boroughs of a Memorandum of Understanding. This will be a statement of intent rather than a binding agreement.

## **6.0 Diversity Implications**

- 6.1 Full statutory public consultation will be carried out in the preparation of this development plan document, which will include seeking the views of different groups across the Borough and West London.

### ***Background Papers***

- Brent Local Development Scheme June 2005
- Planning Policy Statement 10, Waste
- Planning Policy Statement 12
- London Plan – February 2004 and draft London Plan Alterations – Planning for Waste; Planning for Minerals-October 2005.
- Guidance for North London Boroughs, and Draft specification for the development of a Joint Waste Development Plan Document (Land Use Consultants and SLR Consulting Ltd) – May 2005
- 'Improving the Evidence Base for the Waste Development Plan Document Process in West London' by Land Use Consultants, November 2005

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