London Borough of Barking and Dagenham

Notice of Meeting

THE EXECUTIVE

Tuesday, 19 February 2008 - 7:00 pm
Council Chamber, Civic Centre, Dagenham

Members: Councillor C J Fairbrass (Chair); Councillor L A Smith (Deputy Chair); Councillor J L Alexander, Councillor G J Bramley, Councillor H J Collins, Councillor S Kallar, Councillor R C Little, Councillor M A McCarthy, Councillor M E McKenzie and Councillor Mrs V Rush

11 February 2008

R. A. Whiteman
Chief Executive

Contact Officer: Pat Brown
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AGENDA

1. Apologies for Absence

2. Declaration of Members' Interests

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.

3. Minutes - To confirm as correct the minutes of the meeting held on 22 January 2008 (Pages 1 - 3)

Discussion Items

4. Local Development Framework: Joint Waste Development Plan Document Preferred Options (Pages 5 - 65)

5. Council Tax 2008/09 and Medium Term Financial Strategy for 2008/09 to 2010/11

This report has been circulated separately as Supplementary Agenda 1.

6. Fees and Charges 2008/09

This report has been circulated separately as Supplementary Agenda 2.

7. The Capital Programme 2008/09 - 2011/12

This report has been circulated separately as Supplementary Agenda 2.

8. Treasury Management Annual Strategy and the Council's Prudential Indicators

This report has been circulated separately as Supplementary Agenda 2.

9. Budget Monitoring Report 2007/08

This report has been circulated separately as Supplementary Agenda 2.

10. Council Debt Write-Offs

This report has been circulated separately as Supplementary Agenda 2.

11. Housing Revenue Account Estimates and Review of Rents and Other Charges 2008/09 (Pages 67 - 78)

12. Provision of Wheelie Bins for Household Waste: Pilot Project (to follow)

13. Any other public items which the Chair decides are urgent

14. To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.

Private Business

The public and press have a legal right to attend Council meetings such as the Executive, except where business is confidential or certain other sensitive information is to be discussed. The list below shows why items are in the private part of the agenda, with reference to the relevant legislation (the relevant paragraph of Part 1 of Schedule 12A of the Local Government Act 1972 as amended).

Discussion Items

15. Future Delivery of Full Day Childcare Services (Pages 79 - 85)

Concerns a contractual matter (paragraph 3)

16. Any other confidential or exempt items which the Chair decides are urgent

THE EXECUTIVE

Tuesday, 22 January 2008
(7:00 - 7:44 pm)

Present: Councillor C J Fairbrass (Chair), Councillor L A Smith (Deputy Chair), Councillor J L Alexander, Councillor S Kallar, Councillor R C Little, Councillor M A McCarthy, Councillor M E McKenzie and Councillor Mrs V Rush

Apologies: Councillor G J Bramley and Councillor H J Collins

104. Declaration of Members' Interests

There were no declarations of interest.

105. Minutes (18 December 2007)

Agreed.

106. Annual Performance Assessment of Social Care Services for Adults

Received and noted a report from the Corporate Director of Adult and Community Services on the annual inspection of the Council's Adult Social Care Services which was carried out by the Commission for Social Care Inspection (CSCI).

Noted that CSCI awarded the Council three stars, the highest rating possible and Barking and Dagenham is one of only five London Boroughs to improve their rating. In order to maintain the Council's three star status, action plans are in place to address the areas for improvement and officers will continue to monitor performance closely.

The inspection report will now be made widely available to the community and Members expressed their appreciation of staff who were responsible for making challenging decisions to improve services for the residents of the Borough.

107. Budget Monitoring Report 2007/08

Received a report from the Corporate Director of Resources on the position of the Council's revenue, capital and Housing Revenue Account budgets from the beginning of April to the end of November 2007.

Agreed, as a matter of good financial practice, to,

(i) Note the current position of the Council's revenue and capital budgets as set out in the report;

(ii) Note the position and projected out-turn for the Housing Revenue Account as set out in the report; and

(iii) Note the action plans being undertaken to alleviate the budget pressures to ensure that the necessary balanced budget for the Council is achieved by the end of the financial year.

108. Revised Budget 2007/08 and Base Budget 2008/09

Received a report from the Corporate Director of Resources on the Council's revised revenue budget for 2007/08 and a base budget position for 2008/09. Discussed, in particular, issues in respect of the costs and legal responsibility for the cleaning of blocked sewers.

Agreed, in order to reflect decisions made during the year and set an initial position before deciding the overall 2008/09 budget, to:

(i) Note the current revised budget for 2007/08 as set out in Section 2 of the report and Appendix A(i);

(ii) The base budget for 2008/09 as set out in Section 3 of the report and Appendix A (i);

(iii) Note the position on the current projected outturn for 2007/08 as set out in Section 4 of the report;

(iv) Authorise the Corporate Director of Customer Services, in consultation with the Chief Executive, to deal with the issues relating to the clearing of blocked sewers in line with the discussions at this meeting; and,

(v) Withdraw the income charge in respect of clearing blocked sewers and that budget proposals for 2008/09 reflect the adjustment to the relevant income budget.

109. Private Business

Agreed to exclude the public and press for the remainder of the meeting, as the business was confidential.

110. Urgent Action: Extension of Contract Arrangements for the Delivery of Decent Homes

Received and noted a report on the action taken by the Chief Executive, under the urgency procedures contained within paragraph 17.1 of Article 1, Part B of the Council's Constitution, in authorising the extension of the contract to place a further six packages with the framework contractors in order to achieve delivery of Decent Homes targets by end of March 2008.

111. Term Contract: Remedial Works for the Control of Legionella Bacteria in Water Systems in Schools and Public Building

Received a report from the Corporate Director of Regeneration requesting authority to seek tenders from the Council's four existing construction framework contractors for a new three-year term contract to undertake remedial works for the control of Legionella to the water systems in schools and public buildings.

Agreed, in order to assist the Council to achieve its Community Priority "Making Barking and Dagenham Cleaner, Greener and Safer" and meet its statutory responsibilities, to the proposals to procure the new term contract on the terms set

out in the report and in line with the revised financial position as reported at the meeting.

112. Local Enterprise Growth Initiative (LEGI) Business Centres: Appointment of Preferred Developer / Operator

Received a report from the Corporate Director of Regeneration setting out details of the tender process and the progress of the Local Enterprise Growth Initiative (LEGI) business centres project.

Agreed, in order to assist the Council in achieving its Community Priorities of "Regenerating the Local Economy" and "Raising Pride in the Borough" and to progress delivery of the flagship project of the LEGI programme, to:

(i) Subject to the arrangements to confirm LEGI funding, authorise the Corporate Director of Regeneration to negotiate and conclude the necessary Development Agreements and leases with Greater London Enterprise Property Developments Limited working with East London Small Business Centre to allow the delivery of the LEGI Business Centres; and

(ii) The relevant works being undertaken to rationalise the use of the Frizlands depot site, including making a variation to the East London Waste Authority's lease, in order to secure that the Business Centre part of the site is vacant by March 2008.

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THE EXECUTIVE

19 FEBRUARY 2008

REPORT OF THE CORPORATE DIRECTOR OF REGENERATION

Title: Local Development Framework: Joint Waste Development Plan Document: Preferred Options	**For Decision:**

Summary:
The Joint Waste DPD is being developed by the four East London Waste Authority (ELWA) boroughs (Newham, Havering, Redbridge and Barking and Dagenham). It will form part of the emerging Local Development Framework for each borough and help deliver the relevant elements of the Community Strategy for each borough.

The purpose of the Joint Waste Development Plan Document (DPD) is to set out a planning strategy to 2020 for sustainable waste management which enables the adequate provision of waste management facilities (including disposal) in appropriate locations. The document has regard to the London Plan waste apportionment figures.

Planning applications for any new waste management facilities will be considered in light of the Joint Waste DPD policies.

The Joint Waste DPD will assist the Borough in meeting its own ambitious aspirations for sustainable waste management, as set out in the London Borough of Barking and Dagenham Waste Strategy.

A copy of the Joint Waste DPD is attached at **Appendix 1.**

Wards Affected: All

Recommendation(s)
The Executive is asked to:

1. Approve the Joint Waste Development Plan Document Preferred Options Report for consultation as set out in Appendix 1; and

2. Authorise the Corporate Director of Regeneration to make any appropriate and necessary non-material changes to the document prior to consultation.

Reasons
To assist the Council to:

(a) Achieve its Community Priority ‘Making Barking and Dagenham Cleaner, Greener and Safer’;

(b) Contribute to the outcome of ‘improved environmental sustainability, especially in relation to energy efficient design, waste management and emissions’; and,

(c) Exceed the key target of recycling 25% of all waste.

Implications:

Financial:
The costs of developing, publishing and consulting on the Joint Waste DPD Preferred Options consultation materials will be met from within the existing budgets of the Regeneration Department.

The Joint Waste DPD Preferred Options is a draft document only and as such has no immediate financial implications other than the costs of consultation.

Legal:
The Joint Waste DPD is being prepared as part of the Council's emerging Local Development Framework (LDF).

The Planning and Compulsory Purchase Act 2004 requires local authorities to replace the existing Unitary Development Plan (UDP) with the LDF. The LDF is made up of a portfolio of local DPDs, which must include specific waste policies which are consistent with PPS10 and in General Conformity with the London Plan.

The Joint Waste DPD is influenced by and has regard to the relevant policies, plans and programmes at international, national, regional and local levels, such as:

The Waste Framework Directive [75/442/EEC]
2006 EU Waste Framework Directive
The UK Sustainable Development Strategy
The Waste Strategy for England 2007
Planning Policy Statement 10: Planning for Sustainable Waste Management
The London Plan
Emerging Local Development Framework Core Strategies
Relevant Community Strategies

The Issues and Options Consultation Document and the Site Assessment to inform Preferred Options were subject to sustainability appraisal, as required by Section 5a and 5b of the Planning and Compulsory Purchase Act, the Environmental Assessment of Plans and Programmes Regulations 2004 and incorporating the requirements of EU Directive 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment (commonly referred to as the Strategic Environmental [SEA] Directive).

Risk Management:
Failure to properly plan for waste arising could result in organisations such as the GLA, GOL and the Environment Agency raising objections to other parts of our Local Development Framework, particularly the Core Strategy which is shortly to be submitted to Government.

The Council's regeneration agenda includes provision of some 25,000 new homes in the Borough. These additional homes will increase waste arising in the borough. Safe and sustainable disposal of this waste therefore needs to be planned for.

Social Inclusion and Diversity:
As this is a largely technical document which focuses specifically on the management of waste, the social inclusion and diversity implications are relatively limited.

Crime and Disorder:
Section 17 of the Crime and Disorder Act 1998 places a responsibility on local authorities to consider the crime and disorder implications of any proposals.

The Crime and Disorder implications of this report are also relatively limited.

Options Appraisal:
The Council could have chosen to undertake its own individual Waste Development Plan Document, rather than working jointly with the other ELWA boroughs.

The Joint Waste DPD. The decision to work together was established through the boroughs' Local Development Schemes and is intended to build on the positive working relationship already established between these boroughs as part of East London Waste Authority. It also provides 'economies of scale' benefits through the sharing of resources.

Contact Officer:	**Title:**	**Contact Details:**
Jeremy Grint	Head of Spatial Regeneration	Tel: 020 8227 2443 Fax: 020 8227 5326 E-mail: Jeremy.grint@lbbd.gov.uk

1 Background: Why Produce A Joint Waste Development Plan Document?

1.1 The purpose of the Joint Waste Development Plan Document (DPD) is to set out a planning strategy to 2020 for sustainable waste management. This strategy need to enable the adequate provision of waste management facilities (including disposal) in appropriate locations for municipal and commercial & industrial waste having regard to the London Plan Borough level apportionment and construction, excavation & demolition and hazardous wastes. The Joint Waste DPD is being developed by the four East London Waste Authority (ELWA) boroughs (Newham, Havering, Redbridge and Barking and Dagenham). It will form part of the emerging Local Development Frameworks for each borough, and help deliver the relevant elements of the Community Strategy for each borough.

1.2 The Joint Waste DPD is influenced by, and needs to have regard to, the relevant policies, plans and programmes at international, national, regional and local levels. A summary of the key policies, plans and programmes are detailed below. Further details are set out in Appendix 1.

1.3 PPS10 requires the London Plan to provide sufficient opportunities to meet the identified needs of their area for the management of all waste streams. The London Plan sets out how much municipal and commercial and industrial waste will need to be managed in each London Borough up to 2020. This is called the "borough level waste apportionment".

1.4 Whilst the London Plan states that boroughs should achieve the maximum degree of self sufficiency, the apportionment for the ELWA boroughs must also include some waste from other parts of London. The focus for the ELWA boroughs is therefore on providing sufficient capacity to manage this apportionment, and at the same time achieving the maximum degree of self sufficiency in dealing with ELWA's own waste.

1.5 To identify how much additional waste management capacity is needed, the ELWA boroughs' waste treatment targets have been compared to the type and capacity of

existing waste management facilities in the ELWA boroughs. The difference between these two sets of figures is the new capacity which the Joint Waste DPD must plan for.

1.6 This analysis has revealed that the EWLA Boroughs will need to provide composting facilities for municipal waste (waste collected by local authorities) and commercial and industrial waste, recovery capacity for commercial and industrial waste and limited disposal capacity for construction, excavation and demolition waste. Table 1 below summarises the average waste management capacity required within the ELWA boroughs and potential land area required to provide appropriate waste management facilities.

Table 1: Waste management capacity required within the ELWA boroughs to meet London Plan apportionment

Waste Management Type	Capacity Required		Potential Land area required (ha)
	Year	Tonnes	
Composting (municipal waste and commercial and industrial waste)	**2010**	79,427	3 – 6
	2015	+117,644	4 – 12
	2020	+101,222	3 – 4
Recovery (all facilities)	**2010**	201,199	2 - 4
	2015	+111,601	1 – 2
	2020	+ 13,474	Nil
Disposal (construction and demolition only)	**2015**	27,000	Nil

1.7 The analysis also found that, in relation to the London Plan Waste Apportionment, the ELWA boroughs will have a significant surplus in recycling capacity throughout the period to 2020. As such additional preferred sites for recycling facilities have not been identified. This does not rule out the provision of any additional recycling facilities within the Borough. Any windfall proposals for such facilities would be subject to the criteria set out in policy W4 of the Joint Waste DPD, as summarised at paragraph 2.7 of this report.

2 Report Detail: How We Propose To Meet Our London Plan Apportionment

2.1 The Joint Waste DPD Preferred Options report is split into 6 main sections:

1 An introductory section setting out the purpose of the Joint Waste DPD, the timetable for its production, and how the community involvement and other consultation will be carried out.
2 A background section setting out the local, regional and national policy context and explaining the sustainability appraisal process.
3 A set of strategic objectives.

4 A section on our future waste management requirements – setting out how much waste the 4 boroughs will need to manage by 2020, what types of waste management facilities we need, and where they should be located.

5 A set of proposed policies on sustainable waste management; waste management capacity, apportionment and site allocation; landfill of construction, excavation and demolition waste; and general considerations.

6 A monitoring and implementation section setting out targets to be met and how progress will be monitored, and identifying delivery organisations.

2.2 The following summarises the four proposed waste policies.

2.3 Policy **W1** of the report looks at Sustainable Waste Management. It states how the ELWA boroughs will promote waste minimisation, waste reuse, recycling & recovery of resources and help the delivery of national and regional targets for recycling and composting set out in the Waste Strategy for England 2007 and the London Plan.

2.4 Policy **W2** specifies how the ELWA boroughs will meet their London Plan apportionment. It sets out which existing facilities in the Borough already contribute towards us meeting our London Plan apportionment, and which are therefore to have their waste management capacity safeguarded (in Schedule 1). Table 2 below sets out the waste management capacity to be safeguarded in Barking and Dagenham (the capacity to be safeguarded in the other ELWA boroughs can be seen in Schedule 1 of Appendix 1).

Table 2: Existing LBBD waste management capacity to be safeguarded.

Facility	Borough	Facility Type	Annual Permitted Capacity (Tonnes)
RECYCLING			
Frizlands Lane Reuse & Recycling Centre	LBBD	Household Waste Amenity Site	80,000
Cemex Recycling (River Road)	LBBD	Material Recycling Treatment Facility	120,000
White Mountain Roadstone Aggregates Recycling Site (Chequers Lane)	LBBD	Material Recycling Treatment Facility	12,000
Closed Loop Recycling (Choats Road)	LBBD	Material Recycling Treatment Facility	25,000
COMPOSTING			
None in Barking and Dagenham			
RECOVERY			
Hunts Wharf	LBBD	Physical Treatment Facility	150,000

2.5 Policy **W2** also identifies preferred broad areas for the provision of new facilities to meet future shortfall against our apportionment. Table 3 below shows these for all 4 ELWA boroughs, including Barking and Dagenham.

Table 3: Preferred broad locations for additional facilities to meet apportionment

Area	Borough	Scale of facility	Type of facility
Albright Industrial Estate	Havering	Small scale facility	In Vessel Composting / Anaerobic Digestion
Dagenham Dock (including Sustainable Industrial Park, Chequers Lane and Thames Gateway Park)	LBBD	Small scale facility (Chequers Lane) Medium scale facility (SIP, TGP)	In Vessel Composting / Anaerobic Digestion / Mechanical and Biological Treatment (SIP only)
Harold Hill Estate	Havering	Small scale facility	In Vessel Composting / Anaerobic Digestion
Gerpins Lane – adjacent to Civic Amenity Centre	Havering	Medium scale facility	Open-air composting only
Beckton Riverside (Preferred Industrial Location)	Newham	Large scale facility	In Vessel Composting / Anaerobic Digestion / thermal (excluding incineration)
Hall Farm former landfill site	Havering	Large scale facility	Open-air composting only

2.6 **Note on implications for Dagenham Dock:** Identifying preferred locations for the additional future waste management facilities which we believe will be needed to meet the London Plan Waste Apportionment by 2020 is an essential function of the Joint Waste DPD. It is important to note however that in identifying the sites set out in table 3 above the respective Borough's own aspirations for the future operation and development of these areas will not be compromised. For example, the inclusion of Dagenham Dock in the table is not incompatible with Barking and Dagenham's aspiration to develop and market the area as a Sustainable Industrial Park. The expansion of existing uses and addition of new employment businesses compatible with this aim will be able to continue unfettered. The only implication is that sustainable waste management facilities that would contribute to use meeting the London Plan apportionment, but which may not strictly be a B1, B2 or B8 use, will also be considered favourable providing they meet our own design policies and standards set out elsewhere in the LDF.

2.7 Policy **W3** of the report also includes a policy on the landfillling of construction, excavation and demolition waste. In summary this policy says that, in the ELWA Boroughs, planning permission will only be granted for waste disposal by landfilling provided:

- re-use of the waste is not practicable;
- the proposed development is essential and restricted to what is strictly needed;
- existing capacity at sites such as Marks Warren Farm has been investigated;
- finish levels are compatible with the surrounding landscape; and
- proposals for aftercare and securing long term management of the restored site are agreed.

2.7 The final policy in the report, **W4**, sets out a comprehensive list of general considerations (mainly environmental and design issues) which will be taken into account when planning applications for new waste management facilities are submitted, whether then are on land within the preferred broad areas identified in policy W2 or elsewhere in the ELWA boroughs. Note, the policies set out in each borough's Core Strategy and Borough Wide Development Policies will also apply.

3 Sustainability Appraisal

3.1 The Issues and Options Consultation Document and the Site Assessment to inform Preferred Options were subject to sustainability appraisal which considered the likely positive and negative social, environmental and economic impacts. The Sustainability Appraisal documents form part of the evidence base to this Preferred Options Report.

4. Community Engagement

4.1 Consultation on the Preferred Options Report for the Joint Waste DPD is being undertaken in accordance with Regulation 26 of the Town and Country Planning (Local Development) (England) Regulations (2004), and with each borough's adopted Statement of Community Involvement.

4.2 All representations received will be carefully considered and, where appropriate, seek to resolve objections. The Preferred Options Report will then be developed into the Joint Waste DPD Submission Version. Following submission to the Secretary of State another statutory six week consultation will take place where further comments are invited from the general public and key stakeholders. The soundness of the document will then be tested at an Independent Examination after which the Inspector will publish a binding report.

4.3 Copies of the Preferred Options Report will be made available at Council offices, at all local libraries and online. A non technical summary will also be provided.

4.4 The Joint Waste DPD Preferred Options consultation is scheduled to take place from late February to early April 2008. During this time there will be a number of other Barking and Dagenham Local Development Framework documents out for consultation (Core Strategy and Borough Wide Development Policies will be at the submission stage and the Barking Town Centre Area Action Plan will be at the Preferred Options consultation). This will mean resources can be shared, the overall number of consultation events can be reduced, and a 'joined up picture' of the LDF can be presented.

5. Relationship with and Implications for the LBBD Waste Strategy and Future Cross-Borough Working

5.1 The Joint Waste DPD will assist the Borough in meeting its own ambitious aspirations for sustainable waste management, as set out in the LBBD Waste Strategy which seeks to ensure Barking and Dagenham:

- has the cleanest streets in London,

- has the greatest waste reduction and highest recycling and composting rates in London; and

- delivers effective, efficient and customer focused services that demonstrate value for money.

5.2 The Joint Waste DPD will not hinder Barking and Dagenham from pursuing its own ambitious sustainable waste management targets, as set out in the LBBD Waste Strategy. The targets for recycling and composting of municipal waste in the two documents are compatible, and in identifying preferred locations for additional sustainable waste management facilities the Joint Waste DPD will contribute greatly to ensuring the Borough's recycling and composting targets are met. In addition the Borough will continue to work towards meeting its own targets on customer and resident satisfaction, clean streets and value for money.

5.3 The Joint Waste DPD has enabled us to build on the good working relationship between the four boroughs which has arisen through ELWA, and provides good practice for future joint working on LDF and waste projects for and with other boroughs.

6. Financial Implications

6.1 The costs of developing, publishing and consulting on the Joint Waste DPD Preferred Options consultation materials will be met from within the existing budgets of the Regeneration Department.

6.2 The Joint Waste DPD Preferred Options is a draft document only and as such has no immediate financial implications other than the costs of consultation.

7. Consultees

7.1 The following were consulted in the preparation of this report.

Councillor Fairbrass
Councillor Kallar
Councillor Denyer
Councillor Jamu
Councillor R Little
Nina Clark, Divisional Director Legal and Democratic Services
Alex Anderson, Group Manager Regeneration and Customer Services Finance
Guy Swindle, Head of Special Projects
Stephen Meah-Sims, Principal Policy and Partnerships Officer
David Woods, Corporate Director of Customer Services
Ken Baikie, Group Manager Area Regeneration
David Higham, Group Manager Transport Strategy
Tim Lewis, Group Manager Development Control and Building Control
David Woods – Corporate Director of Customer Services
Darren Henaghan – Head of Environmental and Enforcement Services

7.2 The following external consultees have been consulted on this report.

ELWA Boroughs (LB Havering, LB Newham, LB Redbridge)
Greater London Assembly
Government Office for London

Background Papers Used in the Preparation of the Report:

- Joint Waste DPD – Building the Evidence Base and Identifying Issues and Options – April 2007
- Joint Waste DPD Issues and Options Report
- Joint Waste DPD Issues and Options Report on Consultation
- Sustainability Appraisal of the Joint Waste DPD Preferred Options
- Joint Waste DPD Preferred Options Technical Report
- Further Alterations to the London Plan

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Appendix 1

Local Development Framework
London Borough of Barking & Dagenham
London Borough of Havering
London Borough of Newham
London Borough of Redbridge

Joint Waste Development Plan Document for the East London Waste Authority Boroughs

Preferred Options Report

January 2008

v.8

For further information please refer to your Councils website:
www.barking-dagenham.gov.uk
www.havering.gov.uk
www.newham.gov.uk
www.redbridge.gov.uk

Alternatively, contact the Project Manager – Joint Waste DPD for East London on 0208 430 4588 or email ldf@newham.gov.uk.

Contents

1. Introduction

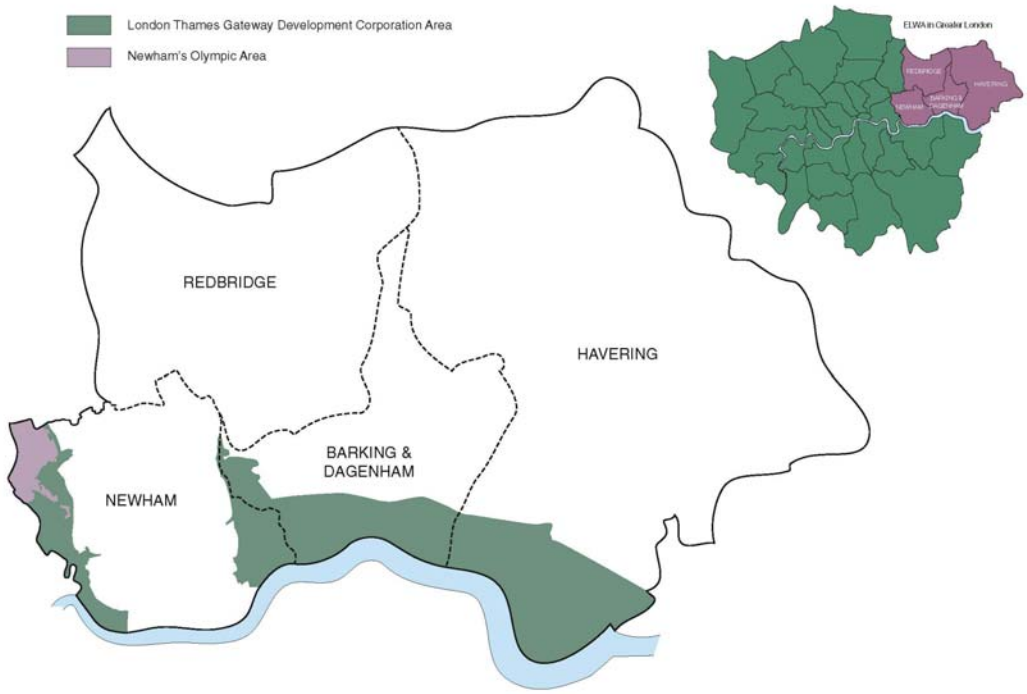
What is the Joint Waste Development Plan Document (DPD)?

1.1 The Planning and Compulsory Purchase Act 2004 requires local authorities to replace the existing Unitary Development Plan (UDP) with the Local Development Framework (LDF). The LDF is made up of a portfolio of local DPDs, which must include specific waste policies which are consistent with PPS10 and in General Conformity with the London Plan.

1.2 The purpose of the Joint Waste DPD is to set out a planning strategy to 2020 for sustainable waste management which enables the adequate provision of waste management facilities (including disposal) in appropriate locations for municipal and commercial & industrial waste having regard to the London Plan Borough level apportionment and construction, excavation & demolition and hazardous wastes. The Joint Waste DPD will form part of the LDF for each borough and help deliver the relevant elements of the Community Strategy for each borough.

Who is preparing the Joint Waste DPD?

1.3 The Joint Waste DPD is being developed by the four East London Waste Authority (ELWA) boroughs of LB Newham, Barking & Dagenham, Havering and Redbridge. The decision to work together was established through the boroughs' Local Development Schemes and is intended to build on the positive working relationship already established between these boroughs as part of ELWA.



Map 1: East London Waste Authority boroughs, Olympic area (LB Newham) and the London Thames Gateway Development Corporation area

Borough Local Development Frameworks

1.4 The Joint Waste DPD will become part of each boroughs Local Development Framework, however it will differ from other borough DPDs as it will set waste management targets and allocate sites suitable for waste development for implementation across all of the four boroughs. Table 1 below shows borough-specific DPDs prepared or currently under development. Additional DPDs will also be prepared for each borough as required.

Table 1: Summary of Development Plan Documents for each borough

Borough	Documents
Barking & Dagenham	• Core Strategy (Preferred Options) • Borough Wide Development Policies DPD (Preferred Options)
Havering	• Core Strategy (Submission Document) • Development Control Policies (Submission Document) • Site Specific Allocations (Submission Document) • Romford Area Action Plan (Submission Document)
Newham	• Core Strategy (Issues & Options)
Redbridge	• Core Strategy (Submission Document) • Borough Wide Primary Policies DPD (Submission Document) • Development Sites with Housing Capacity (Submission Document) • Development Opportunity Sites (Submission Document) • Ilford Town Centre Area Action Plan (Submission Document) • Gants Hill Area Action Plan (Preferred Options)

1.5 All boroughs have an adopted Statement of Community Involvement. The consultation process for the development of the Joint Waste DPD is consistent with the requirements as set out in each boroughs SCI.

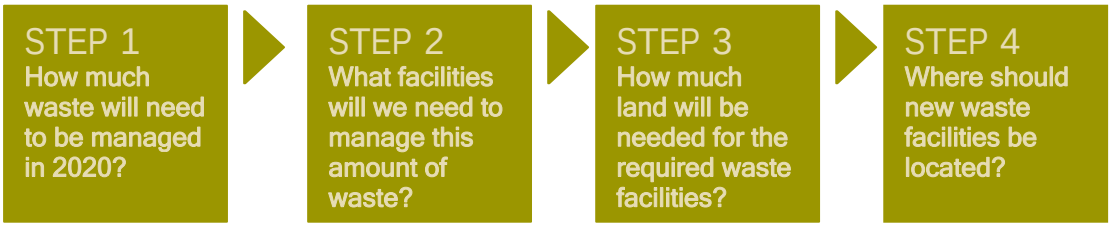
Timetable for the preparation of the Joint Waste DPD

1.6 The preparation of the Joint Waste DPD is in accordance with the boroughs Local Development Schemes. The key stages are outlined below:

Building the Evidence Base and Identifying Issues and Options	April 2005 – August 2007	
Development of the Preferred Options	**September 2007 – March 2008**	**Current phase**
Submission Stage	March 2008 – April 2009	
Examination in Public	October 2009	
Adoption	June 2010	

Community involvement in the preparation of the Joint Waste DPD

1.7 Consultation on the 'Building the Evidence Base and Identifying Issues and Options' Consultation Document took place between 16th April to 4th June 2007. The Consultation Document set out the Issues and Options based on the following key steps:



1.8 A total of 26 stakeholders commented on the Issues and Options, making 170 representations on various elements. Key matters raised were debated further with stakeholders.

1.9 Copies of the Consultation Document (May 2007), Technical Report, Interim Sustainability Appraisal Report (May 2007) and Report on Consultation (July 2007) NOT FINISHED YET are available online at www.barking-dagenham.gov.uk; www.havering.gov.uk; www.newham.gov.uk or www.redbridge.gov.uk or by contacting your Council (see details below).

1.10 The feedback received during consultation at the Issues and Options stage has informed the development of the Preferred Options. This document outlines in green boxes where relevant issues or options were debated during the public consultation and how this consultation has influenced the Preferred Options Report.

Consultation on the Preferred Options Report

1.11 Consultation on the Preferred Options Report for the Joint Waste DPD is being undertaken in accordance with Regulation 26 of the Town and Country Planning (Local Development)(England) Regulations (2004).

1.12 Responses to this document should be received no later than **date**. Responses should be sent to the following address:

Project Manager – Joint Waste DPD for East London
Forward Planning & Transportation
London Borough of Newham
Town Hall
High Street South
East Ham E6 2RP

1.13 Alternatively, email ldf@newham.gov.uk

1.14 Please be aware that comments made on the Preferred Options cannot be treated as confidential and will be made available for public inspection.

1.15 All representations received will be carefully considered and, where appropriate, seek to resolve objections. The Preferred Options Report will then be developed into the Joint Waste DPD Submission Version. Following submission to the Secretary of State another statutory six week consultation will take place where further comments are invited from the general public and key stakeholders. The soundness of the document

will then be tested at an Independent Examination after which the Inspector will publish a binding report.

1.16 Copies of the Preferred Options Report are available at your Council (details below), at all local libraries and online at www.barking-dagenham.gov.uk; www.havering.gov.uk; www.newham.gov.uk and www.redbridge.gov.uk.

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  ✉ 3000direct@lbbd.gov.uk

London Borough of Havering
- Mercury House, Mercury Gardens, Romford RM1 3SL
- Public Advice and Service Centre
  ✉ LDF@havering.gov.uk
  ☎ 01708 432834

London Borough of Newham
- Forward Planning & Transport, East Ham Town Hall, High Street South E6 2RP
  ☎ 020 84304588
  ✉ ldf@newham.gov.uk

London Borough of Redbridge
- One Stop Shop, Lynton House, High Road, Ilford IG1 1NN
  ☎ 020 8708 2843
  ✉ dpd@redbridge.gov.uk

1.17 Details of other documents referred to throughout this document are detailed below:

- **Planning Policy Statement 10: Planning for Sustainable Waste Management** (ODPM, July 2005). Available at http://www.communities.gov.uk/index.asp?id=1143834
- **The London Plan** (GLA, February 2004) including Alterations to the Plan's housing provision targets and waste and minerals policies (December 2006) and Draft further alterations to the London Plan (September 2006) and Draft minor alteration on borough level waste apportionment (December 2006). Available at http://www.london.gov.uk/mayor/strategies/sds/index.jsp
- **Building the Evidence Base and Identifying the Issues & Options**
  Consultation Document (May 2007)
  Technical Report (October 2006)
  Sustainability Appraisal Interim Report: An appraisal of the Issues and Options (Mau 2007)
  Report on Consultation (July 2007)
- **Site Assessment to inform Preferred Options** (Prepared by Land Use Consultants and Environmental Resources Management Ltd, June 2007)
- **Sustainability Appraisal of reasonable alternative sites** (Prepared by Land Use Consultants, July 2007)

2. Background

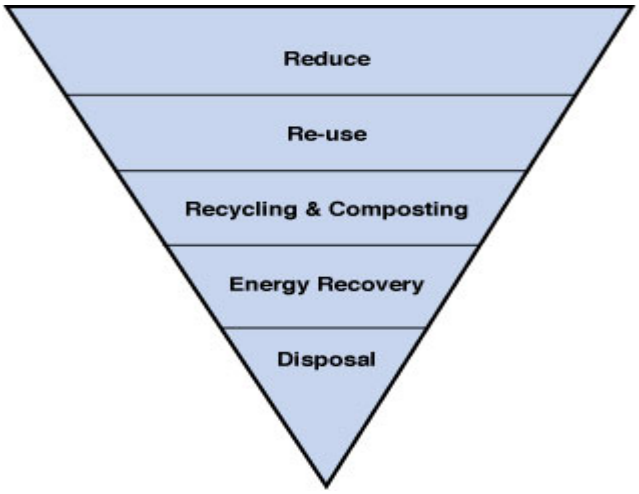
Waste Policy Context

2.1 The Joint Waste DPD is influenced by, and needs to have regard to, the relevant policies, plans and programmes at international, national, regional and local levels. A summary of the key policies, plans and programmes are detailed below. Further details are set out in Appendix A.

EU legislation

2.2 The **Waste Framework Directive** [75/442/EEC] is the principal EU legislation for waste and requires measures to ensure that waste is recovered or disposed of without endangering human health or causing harm to the environment. A key principle of the directive is the waste hierarchy, with the objective to manage waste as near to the top of the hierarchy as possible.

The Waste Hierarchy



- The most effective environmental solution is often to reduce the generation of waste – **reduce**
- Products and materials can sometimes be used again, for the same or a different purpose – **re-use**
- Resources can often be recovered from waste – **recycling and composting**
- Value can also be recovered by generating energy from waste – **energy recovery**
- Only if none of the above offer an appropriate solution should waste be **disposed** of.

National Policy

2.3 The **UK Sustainable Development Strategy** [1] sets out the overarching approach to sustainable development. The **Waste Strategy for England 2007** was published following a comprehensive review of Waste Strategy 2000. The key objectives are

[1] Securing the Future - the UK Government Sustainable Development Strategy (March 2005)

to decouple waste growth from economic growth and put more emphasis on waste prevention and re-use; increase diversion of municipal and non-municipal waste from landfill; secure investment in waste infrastructure; and to get the most environmental benefit from the investment through increased recycling of resources and recovery of energy from residual waste. The Waste Strategy sets national targets for recycling and composting of household waste and the recovery of municipal waste.

2.4 **Planning Policy Statement 10: Planning for sustainable waste management** establishes key planning objectives through which planning authorities should prepare and deliver their planning strategies. PPS10 recognises that positive planning has an important role in delivering sustainable waste management through the development of appropriate strategies for growth, regeneration and prudent use of resources, and by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time.

2.5 PPS10 reflects many of the principles of the Waste Framework Directive and requires waste planning authorities to identify suitable site opportunities for waste management facilities.

Regional policy

2.6 **The London Plan** provides the strategic framework for the preparation of local development plan documents (DPD). The Plan identifies the waste management facilities required to satisfy the identified need and distribution across the region.

2.7 The early alterations[2] to the London Plan (adopted December 2006) provide new planning policies for waste management which boroughs must be in general conformity with. The Draft Further Alterations to the London Plan[3], including the revised draft minor alteration (borough level waste apportionment), provides the tonnages of municipal and commercial and industrial waste to be managed by each London borough, revised targets for recycling of municipal waste and new targets for recycling of commercial and industrial waste and recycling or reuse of construction and demolition waste.

2.8 The London Plan and its alterations encourages the regeneration of east London, concentrating development in '**Opportunity Areas**', of which Barking Reach, London Riverside, Ilford, Lower Lea Valley, Royal Docks and Stratford are located within the ELWA boroughs. Opportunity Areas are identified on the basis that they are capable of accommodating substantial numbers of new jobs and/or homes and their potential should be maximised.

Local policy

2.9 **Planning Policy Statement 12: Local Development Frameworks** recognises the Local Development Framework as a key component in the delivery of each borough's **Community Strategy** and requires Local Development Documents to express those elements of the Community Strategy that relate to the development and use of land. Those aspects of the borough's Community Strategies that are relevant to the Joint Waste DPD are summarised below:

[2] The London Plan (Spatial Development Strategy for Greater London). Housing Provision Targets, Waste and Minerals Alterations. GLA, December 2006.
[3] Draft Further Alterations to the London Plan (Spatial Development Strategy for Greater London). GLA, September 2006

Barking & Dagenham	To 'make the Borough cleaner, greener and safer' by: • improving environmental sustainability especially in relation to energy efficient design, waste management and emissions, including a target to recycle 25% of waste
Havering	To 'create a safe, welcoming, healthier and more prosperous place where people choose to live, work and visit' by • reducing the volume of waste created and increasing the proportion of waste that is recycled • contributing to tackling climate change and promoting sustainable energy
Newham	To 'provide a better a better environment for all' by • promoting more recycling of household rubbish and providing free collection services of bulky items • creating a major new facility to recycle waste • dealing with problems of storage and disposal of waste by businesses
Redbridge	To 'promote a positive attitude to the environment and have a cleaner, greener Redbridge' by • minimising waste • encouraging people and businesses to recycle • making more effective use of resources

2.10 The ELWA **Joint Waste Management Strategy** details how the ELWA boroughs intend to manage municipal waste.

The Joint Waste Management Strategy set out below was approved by ELWA in February 2006.

This strategy shows how the East London Waste Authority, together with the Constituent Councils, intend to manage municipal solid waste by means of a Vision, Objectives and Targets.

Our vision is:

"To provide an effective and efficient waste management service that is environmentally acceptable and delivers services that local people value"

Our objectives are to:

(i) Provide reliable and achievable services in terms of management and disposal of the waste

(ii) Provide services that are environmentally and economically sustainable in terms of:

- encouraging waste minimisation initiatives
- seeking to maximise waste recycling and composting opportunities potentially supported by energy recovery
- meeting national recycling and recovery targets whilst recognising regional waste strategies
- complying with legislation on waste management
- contributing to local economic development.

(iii) Help promote the most cost effective delivery of services

(iv) Ensure that the services shall be sufficiently diverse and flexible and not dependent upon a single method of waste treatment

(v) Reduce biodegradable waste landfilled in order to meet the requirements of the Waste and Emissions Trading Act.

Our joint targets are to:

- stabilise or reduce the level of waste generated to below 515 kg per year per head of population
- achieve and where possible exceed, statutory recycling and composting standards
- recycle or compost 25% of our waste from April 2005, 30% from April 2010 and 33% from April 2015
- divert from landfill 40% of waste from April 2007, 45% from April 2010 and 67% from April 2015
- reduce biodegradable municipal waste sent to landfill to below 210,000 tonnes per year from April 2009, 140,000 tonnes per year from April 2012 and 100,000 tonnes per year from April 2019
- find the best methods to serve all households with a recycling collection of at least four materials by 2008.

We will achieve this by working in partnership across the councils, with our contractors and with other stakeholders, putting in place incentives to achieve targets where we can.

Joint Waste Management Strategy (ELWA, February 2006)

Sustainability Appraisal

2.11 The Issues and Options Consultation Document and the Site Assessment to inform Preferred Options[4] were subject to sustainability appraisal[5], as required by Section 5a and 5b of the Planning and Compulsory Purchase Act, the Environmental Assessment of Plans and Programmes Regulations 2004 and incorporating the requirements of EU Directive 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment (commonly referred to as the Strategic Environmental [SEA] Directive). The Sustainability Appraisal documents form part of the evidence base to this Preferred Options Report. The key recommendations of the Sustainability Appraisal are summarised below:

Sustainability Appraisal Recommendations

- Encourage the reduction, reuse and recycling of waste produced by the construction industry
- Secure an appropriate range of facilities for the management of waste
- Allocate sufficient resources to waste issues

[4] East London Joint Waste DPD – Site Assessment to inform Preferred Options. Prepared by Land Use Consultants and Environmental Resources Management Ltd, June 2007.
[5] Building the Evidence Base and Identifying Issues & Options Sustainability Appraisal – Interim Report (Scott Wilson, May 2007) and Sustainability Appraisal of Reasonable Alternative Sites (Land Use Consultants. July 2007)

- Help facilitate the provision of ongoing education and practical advice relating to waste
- Take into account proposals for an additional 54,000 new dwellings in the Thames Gateway London area
- Consider environmental separation buffers around suitable sites for waste management facilities

Source: Table 1.1: Key Messages from the Context Review of the Joint Waste Development Plan Document, Interim Sustainability Appraisal Report, May 2007

2.12 Table 1 summarises the key mitigation measures recommended in the Sustainability Appraisal for the Sustainability Appraisal (SA) objectives. These measures are primarily concerned with minimising the impact of waste transport and treatment on the environment. Where relevant, they have been incorporated in the development of the Preferred Policy Options.

Table 1: Recommended mitigation measures

Objective	Mitigation measure
Objective 2: to provide accessible waste management services and facilities to communities	All new developments should include facilities or management plans which will enable waste collection.
Objective 7: to reduce emissions in the consideration of the location of waste facilities, transportation of waste, development and use of technologies and the energy intensity/efficiency of waste facilities and management processes	Where possible, energy efficient technologies should be implemented and travel distances should be kept to a minimum. For landfill, energy from waste facilities can be utilised to reduce the amount of methane emitted. In general, new technology at facilities and developments should be embraced and encouraged.
Objective 9: to encourage alternatives to road transport and make best use of existing transport infrastructure, particularly less energy intensive modes such as river and rail	In selecting sites for waste management facilities efforts should be made to ensure that such sites provide opportunities to utilise alternatives to road travel. Where increased use of existing facilities is promoted, potential to move waste by rail and /or by water should be explored and use of 'cleaner' fuels promoted to reduce the negative effects of road transportation.
Objective 14: to avoid adverse impacts on air quality	It is recommended that effective pollution controls are in place at waste management facilities to minimise localised air pollution and proximity to sources of waste is considered carefully during site selection to ensure that distances travelled by road for waste management are reduced and where possible sustainable transport modes should be adopted.

Source: Table 2.2: Sustainability Objectives – Assessment Summary, of the Joint Waste Development Plan Document, Interim sustainability appraisal Report, May 2007

2.13 Sustainability Appraisal of Preferred Options Report. DETAIL TO BE ADDED HERE – awaiting Scott Wilson assessment of Preferred Options

2.14 The Joint Waste DPD Sustainability Appraisal reports are available online at www.barking-dagenham.gov.uk; www.havering.gov.uk; www.newham.gov.uk or www.redbridge.gov.uk or by contacting your Council (see details on page 4).

3. Strategic objectives

3.1 The evidence base revealed that there is a need to provide additional waste treatment capacity within the ELWA area to manage waste without endangering human health or the environment and to enable communities to take responsibility for the waste produced.

3.2 The Preferred Objectives, as developed from the Issues and Options Report are to:

A) Deliver sustainable development by driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option, while recognising that disposal must be adequately catered for;

B) Work towards meeting targets set out in the Waste Strategy for England 2007, and the London Plan;

C) Enable the provision of a range of waste technologies;

D) Enable the provision of facilities to allow for net self-sufficiency in the ELWA Boroughs in accordance with the London Plan;

E) Enable waste to be managed in one of the nearest appropriate installations without endangering health or harming the environment;

F) Integrate waste planning with other spatial concerns, including regeneration plans;

G) Reverse the historical trend of the ELWA area being the dumping ground for London's waste; and

H) Encourage communities to take more responsibility for their waste.

3.3 In addition to relevant European, national and regional policy, these objectives have also been developed to encompass the relevant principles from the borough *Sustainable Community Strategies*, and targets from the adopted *Joint Waste Management Strategy* (see Chapter 2). Implementation of these objectives will require action from the whole community, including producers, retailers, consumers, local authorities and the waste management industry – waste management is everybody's responsibility.

3.4 The four ELWA boroughs are at different stages in the preparation of their Local Development Framework Core Strategy. Havering and Redbridge have submitted their document, Barking & Dagenham are at Preferred Options, and Newham is at Issues & Options. Each of the Borough Core Strategy's will contain a strategic waste policy which sets the framework for the Joint Waste DPD including:

- encouraging movement up the waste hierarchy
- suitable locations for waste management facilities
- safeguarding existing facilities
- targets for recycling and composting
- regard to the London Plan apportionment
- Joint Waste DPD to identify range and type of facilities needed to manage waste and suitable locations for these facilities.

4. Future waste management requirements

How much waste will we need to manage at 2020?

4.1 The Building the Evidence Base and Identifying Issues and Options Consultation Document outlines the methodology used for forecasting future waste arisings, including the assumptions made and variables considered. Following the preparation of the Issues & Options (notably the development of presented options from the evidence base), the revised draft minor alteration to the London Plan for borough level waste apportionment was published (December 2006). Regional level apportionment of municipal solid waste (MSW) and commercial and industrial (C&I) waste is required by PPS10, and planning authorities are required to allocate sites and areas for facilities to support this apportionment.

4.2 The determination of these figures was debated through the public consultation on the Issues and Options. Representations received from the Government Office for London and Greater London Authority strongly recommended using the borough level waste apportionment set out in the Further Alterations to the London Plan as the benchmark for allocating sites in the Joint Waste DPD (conformity with PPS10 and London Plan New Waste Policy 2). Furthermore, the Inspector recommended in Havering's Core Strategy Interim Report that the Joint Waste Plan should identify sufficient land to manage waste having regard to the apportionment at Borough level as in the London Plan. The London Plan apportionment figures for the ELWA boroughs are detailed in Table 2 below:

Table 2: Waste requiring management in each borough (000 tonnes)

	2010			2015			2020		
	MSW	C&I	Total	MSW	C&I	Total	MSW	C&I	Total
B&D	145	357	502	236	429	665	274	508	782
Havering	96	235	331	156	282	438	180	334	514
Newham	118	290	407	192	348	540	222	412	634
Redbridge	45	110	155	72	132	204	84	156	240
TOTAL	403	992	**1,395**	656	1,191	**1,847**	760	1,410	**2,170**

Source: London Plan Further Alterations 2007 – BN70 GLA EiP Panel Briefing Matter 8 waste

Issues & Options consultation responses received (Q3 and Q4):
JWDPD0027 Environment Agency
JWDPD0130 and 131 Government Office for London
JWDPD0136 and 137 Greater London Authority

4.3 The London Plan borough level apportionment does not cover construction, excavation, demolition or hazardous waste. The forecast scenarios selected and variables considered for construction and demolition waste and hazardous waste set out in the Issues and Options Report were generally supported by the representations received. Brett Group recommended that construction and demolition waste be considered with excavation waste. This is supported following amendment to London Plan New Waste Policy 5 to address 'construction, excavation and demolition waste'.

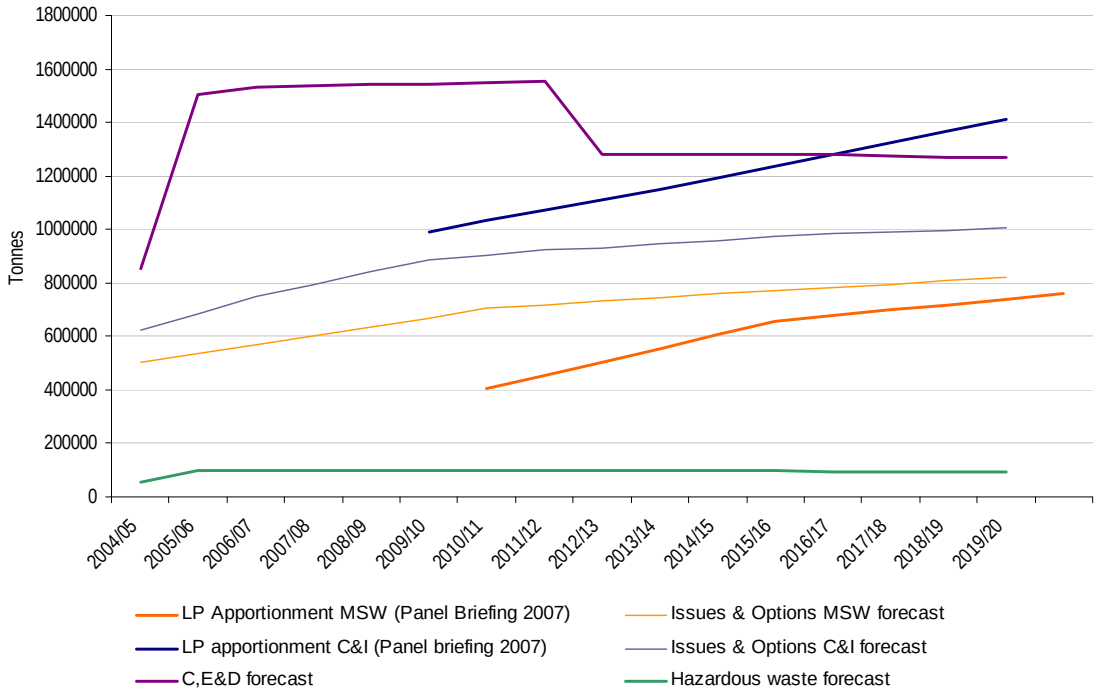
Issues & Options consultation responses received (Q7, Q8 and Q9):
JWDPD0062 Brett Group

4.4 Table 3 below shows the tonnages of municipal solid waste and commercial and industrial waste to be managed by the ELWA boroughs using the data from Table 2 (London Plan apportionment) and construction, excavation and demolition waste and hazardous waste projections for the ELWA boroughs (Issues and Options Consultation Document) through to 2020. Graph 1 shows these figures together with the comparison of MSW and C&I figures presented in the Issues and Options Consultation Document.

Table 3: Waste volumes projected to be managed by the ELWA boroughs through to 2020 (tonnes)

Year	MSW	C&I	C,E&D	Hazardous
2010	403,000	992,000	1,545,170	97,731
2015	656,000	1,191,000	1,281,221	96,113
2020	760,000	1,410,000	1,267,281	94,521

Graph 1: Waste volumes projected to be managed by the ELWA boroughs



Notes:
MSW and C&I figures are as per borough level apportionment (London Plan Further Alterations 2007 – BN70 GLA EiP Panel Briefing Matter 8 Waste) and are based on variable London-wide self-sufficiency targets of 75% by 2010, 80% by 2015 and 85% by 2020. The Issues and Options projections addressed 100% self-sufficiency for the ELWA boroughs.
Construction, excavation and demolition waste and hazardous waste projections are from the Issues & Options Consultation Document.
Further detail can be found in the *Preferred Options* technical report.

What facilities will we need?

4.5 As outlined above, the ELWA boroughs will need to provide sufficient waste management capacity at 2020 for:
- 2.170 million tonnes of MSW and C&I waste;
- 1.267 million tonnes of C,E&D waste; and
- 0.095 millions tonnes of hazardous waste.

4.6 A detailed list of current recycling, composting, recovery, disposal and transfer waste management facilities in the ELWA boroughs and individual annual permitted tonnages is included in the *Preferred Options* technical report. This list updates the Table 4.3 of the *Building the Evidence Base and Identifying Issues and Options* technical report (October 2006). A summary of the relevant facility types and their estimated capacity is shown in Table 4 below.

Table 4: Existing waste management capacity in ELWA boroughs

Facility type	Number of facilities	Annual permitted tonnage	Estimated actual capacity (75%)
A13 – Household Waste Amenity Sites	4	334,100	250,575
A15 - Material Recycling Treatment Facility	9	1,425,700	1,069,275
A22 - Composting Facility	2	202,000	151,500
A16 - Physical Treatment Facility	3	174,000	130,500
A17 - Physico-Chemical Treatment Facility	1	90,000	67,500
A23 - Biological Treatment Facility NOTE 1	2	372,000	279,000
A05 – Landfill taking Non-Biodegradable Wastes	6	866,000	649,000

NOTE 1 Excludes the Riverside Sewage Treatment Works (Rainham) as facility does not manage MSW or C&I waste

4.7 Waste management facilities that do not count toward meeting the capacity required to manage MSW and C&I wastes include transfer stations and landfill as these options do not support recycling[6]. Metal recycling is also not included. However, as almost all C,E&D waste is inert it is appropriate to include Landfill taking Non-Biodegradable (i.e. inert) waste.

Issues & Options consultation responses received (Q13 and Q14):
JWDPD0043 Thames Water
JWDPD0071 and 0072 Brett Group
JWDPD0091 Shanks Waste Management
JWDPD0140 and 0151 Greater London Authority
JWDPD0163 East London Waste Authority

4.8 It is generally accepted that most facilities are licensed for a throughput considerably in excess of what they achieve in practice. As there is considerable uncertainty surrounding actual throughput and little available data, the *Building the Evidence Base and Identifying Issues and Options* technical report used an estimate for actual throughput of 75% of maximum available capacity to maintain consistency with data used in the London Plan. This approach was generally supported by representations received and will be used throughout the preparation of the JWDPD.

[6] Issues & Options consultation response JWDPD0151 – Greater London Authority

Issues & Options consultation responses received (Q15):

JWDPD0036	Environment Agency
JWDPD0073	Brett Group
JWDPD0093	Shanks Waste Management
JWDPD0116	London Thames Gateway Forum
JWDPD0142	Greater London Authority
JWDPD0165	East London Waste Authority

4.9 The number and mix of facilities that will be required within the ELWA area is dependent not only on the amount of waste that will require treatment but also how it is treated. The Issues and Options Consultation document offered two 'Target Options' to manage waste within the ELWA area. Target Option A aimed to meet the targets in the Waste Strategy 2000 and London Plan 2004, while Target Option B aimed to meet the suggested higher recycling, composting and recovery targets (more detail on these targets can be found in the *Preferred Options* technical report). Public consultation on the Issues and Options highlighted **Target Option B** as the Preferred Option:

TARGET OPTION B: Meet the suggested higher recycling, composting and recovery targets for municipal solid waste [Review of Waste Strategy 2000] and proposed recycling targets for C&I and C&D wastes [Further Alterations to the London Plan].

	MSW					C&I			C,E&D
	Recycling	Composting	Recycling + Composting	Other recovery	Total recovery[1]	Recycling	Composting	Recycling & Composting	Recycling & Reuse
2010	27%	13%	**40%**	13%	**53%**	38%	18%	**56%**	-
2015	30%	15%	**45%**	22%	**67%**	43%	21%	**64%**	-
2020	33.5%	16.5%	**50%**	25%	**75%**	47%	23%	**70%**	**95%**

Note [1] 'Recovery' means to obtain value from waste through one of the following means:

- Recycling
- Composting
- Other forms of material recovery (such as anaerobic digestion)
- Energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolisis, or other technologies)

Source: Waste Strategy 2000 for England and Wales, DETR May 2000.

4.10 The preference for Target Option B highlights the commitment to drive waste management up the waste hierarchy and divert more waste from landfill. It may also reflect the preference for recycling, composting or recovery facilities in the local area as opposed to disposal facilities. This decision supports the notion that environmental consciousness is rising, particularly with regard to climate change. Moreover, these targets have been endorsed in the National Waste Strategy 2007 and the Panel Report into the Draft Further Alterations to the London Plan.

Issues & Options consultation responses received (Q17):
All responses received on this question selected Target Option B.

Sustainability Appraisal

The Sustainability Appraisal of the Issues and Options scores Target Option B positively impacting SA Objectives 2, 5, 15, 16, 17 and 18 and most likely positively impacting SA Objectives 4 and 14.

4.11 Based upon these targets for the management of waste in the ELWA area, and the existing waste management capacity in the ELWA boroughs (please see Table 4) the ELWA boroughs need to provide capacity as summarised in Table 5 below. A detailed explanation and spreadsheet of these calculations is included in the *Preferred Options* technical report.

Table 5: Summary of average capacity surplus/deficit within the ELWA boroughs for Target Option B

Waste management route	Capacity Required		
	2010	2015	2020
Recycling (MSW and C&I)	*834,129tpa*	*610,800tpa*	*402,363tpa*
Recycling (C,E&D only)	**-775,000tpa**	**-1,170,000tpa**	**-1,280,000tpa**
Composting (MSW and C&I)	**-79,427tpa**	**-197,070tpa**	**-298,292tpa**
Recovery (all facilities)	**-201,199tpa**	**-312,800tpa**	**-326,274tpa**
Disposal (C&D only)	**-**	**-27,000tpa**	**-**

NOTE 1 A deficit, or future capacity requirement, is shown in bold with a minus sign in front. Surplus capacity is shown in italic text.
NOTE 2 Table 5 is based on the assumption of 75% capacity utilisation of existing facilities (refer to paragraph 4.8)

4.12 As discussed in the Issues and Options Consultation Document, it is likely that the large deficit in recycling facilities for C,E&D waste is because a large portion of current recycling and re-use occurs on site rather than in designated licensed facilities, or is transferred out of London through inert transfer stations. Therefore, it was not considered during consultation on the Issues and Options that this is a future capacity deficit and as such the ELWA boroughs should not need to provide new C,E&D recycling facilities.

4.13 The Issues and Options suggested that an alternative to providing C,E&D recycling facilities could be a Joint Waste DPD policy encouraging temporary recycling of C,E&D waste at or near to construction sites. This approach was supported and is recommended in Preferred Policy W1.

Issues & Options consultation responses received (Q16):

JWDPD0021	Pamela Martin
JWDPD0037	Environment Agency
JWDPD0051	Highways Agency
JWDPD0074	Brett Group
JWDPD0117	London Thames Gateway Forum
JWDPD0143	Greater London Authority
JWDPD0166	East London Waste Authority

4.14 The Issues and Options Consultation Document and Technical Report identified minimal hazardous waste facility requirements to 2020. The *Study of Arisings and Management of Non-Municipal Wastes in the ELWA area* (ERM, 2005) considered it not appropriate for the ELWA boroughs to aim for self-sufficiency in the

management of hazardous waste due to the variety and nature of hazardous wastes and the specialist management techniques and facilities required. This is supported by New Waste Policy 6 of the London Plan (December 2006) which states that the Mayor will work with the Boroughs, the Environment Agency and industry to provide and maintain direction on the need for hazardous waste management capacity. It states that Development Plan Documents should make provision for hazardous waste treatment plants to achieve, at a regional vel, the necessary waste management requirements. As such, a requirement for new hazardous waste management capacity has not been identified for the ELWA boroughs.

Where should new facilities be located?

4.15 In accordance with PPS10, the Issues and Options Consultation Document set out potential opportunity areas for waste management based on the locations of existing and planned waste management facilities and industrial and employment areas in the ELWA Boroughs. A range of comments on where new waste facilities should be located were received during the Issues and Options consultation. The detail of these responses and how they have been addressed in developing the Preferred Options are included in the *Building the Evidence Base and Identifying Issues and Options* report on consultation.

Q20 Are there any other areas that should be highlighted as opportunity areas for locating waste management facilities?

* Carlsberg Tetley site (suitable location for large MRF)
  JWDPD0012 Quintain Estates and Development Plc
* Beckton STW and Redbridge STW (future sludge management facilities)
  JWDPD0044 Thames Water
* C,E&D recycling facilities at existing and proposed mineral workings
  JWDPD0091 Brett Group
* Broad locations as in New Waste Policy 4 of London Plan (December 2006)
  JWDPD0149 Greater London Authority
* Use of green belt for compost systems
  JWDPD0086 Shanks Waste Management

4.16 The *Building the Evidence Base and Identifying Issues and Options* technical report also summarised the characteristics of modern waste management techniques and facilities, and noted that despite there being some differences between them, most modern facilities are likely to be enclosed, operated in line with environmental protection techniques and standards and comparable to an industrial warehouse in built form if not impact.

4.17 In order to focus on the potential sites that are likely to be most suitable for accommodating new or enhanced waste management facilities in the ELWA Boroughs, in developing the preferred options, the broad areas of search from the Issues and Options Document were refined in three stages:

1. Establish all of the individual sites with potential suitability for waste management in the four ELWA Boroughs (the 'long list'), using the guidelines in PPS10.
2. Reduce the long list to a shorter list of sites that are least constrained by environmental, physical or social factors using Geographic Information Systems (GIS) data layers.
3. Assess the suitability of sites in more detail for inclusion as preferred options in the JWDPD. This stage included two parts:

(i) Assessment of current planning status and availability to refine the short list into a 'select list' of prioritised sites for more detailed assessment through site visits.
(ii) Sites visits and assessment of suitability against criteria.

4.18 The constraint and opportunity criteria were developed using the factors in PPS10, consideration of sustainability impacts, discussion of potential constraints with the Steering Group and the comments received during the Issues and Options consultation.

Q22 Are there other constraints (or opportunities) that we should consider?
* Safeguarding issues relating to general aviation
JWDPD0001 General Aviation Awareness Council
* Groundwater policy (landfills and location of composting facilities)
JWDPD0041 Environment Agency
* Traffic and access considerations
JWDPD0054 Highways Agency
* Impact on natural environment
JWDPD0056 Natural England
* Proximity of protected wharfs
JWDPD0013 Port of London Authority

4.19 The criteria for reducing the long list to a short list of potentially suitable sites were grouped according to their relative level of constraint or opportunity:

Primary Constraints – Sensitive areas least likely to be suitable for waste management facilities due to their international or national conservation designations or proximity to sensitive receptors.

Secondary Constraints – Sensitive areas unlikely to be suitable without mitigation measures due to their local designations, proximity to sensitive receptors and landscape/townscape sensitivity.

Primary Opportunities – The initial long-list of sites, established by focusing on sites witihin broad areas that could be suitable for accommodating a waste management facility according to PPS10.

Secondary Opportunities – Zones or locations that increase site suitability if located within or proximate to them (e.g. within 1km of the primary road network, or potential for sustainable transport modes to be used due to proximity to wharf or freight rail depot).

4.20 Further detail of the methodology used for the assessment of potential sites for waste management uses, as well as the findings of the site assessment and recommendations for sites to be included in the Preferred Options Report is in the *Site Assessment to inform Preferred Options* report[7] .

4.21 A Sustainability Appraisal of the identified potential waste sites[8] was undertaken (in accordance with the Planning and Compulsory Purchase Act 2004 and the SEA Directive (European Directive 2001/42/EC). As potential sustainability impacts were considered during the development of the constraints, and the sustainability objectives were used to inform the site assessment criteria, it was

[7] East London Joint Waste DPD – Site Assessment to inform Preferred Options. Prepared by Land Use Consultants and Environmental Resources Management Ltd, June 2007.
[8] East London Joint Waste DPD – Sustainability Appraisal of reasonable alternative sites. Prepared by Land Use Consultants, July 2007.

expected that sites in least sustainable locations would not be included as reasonable alternatives.

5. Preferred Option Policies

Sustainable waste management

Background

5.1 The objective of the Waste Framework Directive is to manage waste as near to the top of the waste hierarchy as possible (Chapter 2). The first priority is to reduce the amount waste produced. Next in the hierarchy is the reuse of products or materials, for the same or a different purpose. After reduction and reuse options have been maximised, recovery of resources through recycling and composting shall be considered, followed by recovering energy from waste. Any waste remaining when the above principles have been applied should be safely disposed. The Directive requires that wastes should be disposed of as close to the source of waste as possible.

5.2 European, national and regional policies place great emphasis on waste reduction. Similarly, the JMWMS seeks to stabilise or reduce the level of household waste generated to below 515 kg per year per head of population. This will require a concerted effort to decouple waste growth from economic growth, which will need a shift in consumers' behaviour and current patterns of the consumption of goods.

5.3 Targets have been set for the recycling, composting and recovering energy from municipal waste. Achieving these targets will require investment in new infrastructure and technologies to treat the wastes generated within the ELWA area. Effort will extend to the commercial and industrial (C&I) and construction, excavation and demolition (C,E&D) waste streams.

5.4 The ELWA Boroughs will be supportive in generating, and encouraging others to generate, markets for recycled materials through working with public organisations, as well as local privately funded initiatives. Other approaches include adopting green procurement practices.

Alternative Policy Options Considered

5.5 The Issues and Options Consultation document offered two 'Target Options' to manage waste within the ELWA area (discussed further in Chapter 4). Public consultation on the Issues and Options highlighted **Target Option B** as the Preferred Option:

TARGET OPTION B: Meet the suggested higher recycling, composting and recovery targets for municipal solid waste [Review of Waste Strategy 2000] and proposed recycling targets for C&I and C&D wastes [Further Alterations to the London Plan].

Issues & Options consultation responses received (Q17):
All responses received on this question selected Target Option B.

Preferred Policy and Justification

5.6 In order to deliver the facilities required to meet these targets, the JWDPD encourages the development of new and emerging advanced conversion technologies for waste. Such technologies might include recycling, composting, mechanical biological treatment, anaerobic digestion and gasification/pyrolysis, and where appropriate the co-location of these facilities to form resource recovery parks will be supported. By not prescribing preferred waste management technologies the JWDPD will maintain flexibility and allow industry to bring forward appropriate development proposals. This reflects the Sustainability Appraisal which recommends that in general, new technologies should be embraced and encouraged. However, particularly for proposed facilities lower down in the waste hierarchy, applicants will be expected to demonstrate satisfactorily how their proposals integrate into the sustainable approach to waste management sought by the ELWA Boroughs. Their proposals must take into account any opportunities for treatment of waste further up the hierarchy. New and innovative approaches to waste management will be supported where benefits are demonstrated.

5.7 The following policy recommendations are made in relation to the preferred Target Option, and in relation to delivering sustainable waste development (Preferred Objective A) and achieving the preferred targets (Preferred Objective B). The current targets for recycling in the Waste Strategy for England 2007 and the London Plan are:

- **Recycling & Composting of MSW -** 40% by 2010, 45% by 2015, 50% by 2020
- **Recovery of MSW -** 53% by 2010, 67% by 25, 75% by 2020
- **Recycling and composting of C&I -** 70% by 2020
- **Recycling and reuse of C,E&D -** 95% by 2020

5.8 The policy has been informed by the Sustainability Appraisal which recommends all new development should include facilities or management plans which enable accessible waste management services.

Preferred Policy W1: Sustainable Waste Management

The boroughs will promote waste minimisation, waste reuse, recycling & recovery of resources and help the delivery of national and regional targets for recycling and composting set out in the Waste Strategy for England 2007 and the London Plan by:

(i) working in partnership with the general public and the business community in the ELWA area to provide information and advice and raise awareness;

(ii) working in partnership with local community and voluntary groups and social enterprises to encourage reuse, recycling and recovery of resources;

(iii) ensuring that developers and contractors design new housing, commercial and other developments to maximise opportunities for future occupiers to minimise, reuse, recycle and recover resources from waste, by providing adequate space and facilities for storage and handling of segregated waste; and

(iv) require the reuse of construction, excavation and demolition waste during new developments, such as the Thames Gateway, with on-site recycling wherever possible, and to take consideration of the waste hierarchy.

Waste management capacity, apportionment and site allocation

Background

5.9 PPS10 requires the London Plan to provide sufficient opportunities to meet the identified needs of their area for the management of all waste streams. The London Plan sets out how much municipal and commercial and industrial waste will need to be managed in each London Borough up to 2020. This is called the borough level waste apportionment. Whilst the London Plan states that boroughs should achieve the maximum degree of self sufficiency, the apportionment for the ELWA boroughs also includes waste from other parts of London. The focus on this policy therefore will be providing sufficient capacity to manage this apportionment, and at the same time achieving the maximum degree of self sufficiency in dealing with ELWA's own waste.

5.10 To identify how the apportioned waste will be treated, the waste treatment targets for Target Option B for municipal and commercial and industrial waste have been applied. Then the type and capacity of existing waste management facilities in the ELWA boroughs has been identified. The difference between these two sets of figures is the new capacity which the JWDPD must plan for. A detailed explanation and spreadsheet of these calculations is included in the *Preferred Options* technical report.

5.11 This analysis has revealed that the EWLA Boroughs will need to provide composting facilities for MSW and C&I waste, recovery capacity for C&I waste and limited disposal capacity for C,E&D. Table 6 summarises the capacity required and estimated landtake to provide this capacity.

5.12 It is noted that based on achieving the waste treatment targets for Target Option B, the ELWA boroughs will have a significant surplus in recycling capacity (834,129tonnes at 2010, 610,800tonnes at 2015 and 402,363tonnes at 2020) and as such sites for recycling facilities have not been identified.

Table 6: Summary of average capacity required within the ELWA boroughs and land area required

Waste management route	Capacity Required	Land area required
Composting (MSW and C&I)	79,427 tonnes at 2010	3 - 6ha
	+117,644 tonnes at 2015	4 - 12ha
	+101,222 tonnes at 2020	3 - 4ha
Recovery (all facilities)	201,199 tonnes at 2010	2 - 4
	+111,601 tonnes at 2015	1 - 2
	+ 13,474 tonnes at 2020	nil
Disposal (C&D only)	27,000 tonnes at 2015	nil

5.13 PPS10 advises that planning authorities should, where relevant, consider the likely impact of proposed, non-waste related, development on existing waste management facilities, and on sites allocated for waste management. The London Plan (Policy 4A.2 and New Waste Policy 1) advises that DPD policies should safeguard all existing waste management sites, unless appropriate compensatory provision is made.

5.14 A range of facilities (type, size and mix of technologies) will be necessary, sited at a range of locations, to meet the overall capacity requirements. Recycling,

composting, recovery and processing facilities cover a wide range of technology types, which may include mechanical biological treatment plants, gasification/ pyrolysis, in-vessel composting plants or open-air composting.

5.15 The estimated land take requirements for new waste facilities has been developed based on *Planning for Waste Management Facilities – A Research Study* (Prepared for ODPM by Enviros Consulting, August 2004) and *Recycling and recovery facilities – Sites investigation in London* (Prepared for GLA by Land Use Consultants and SLR Consulting Ltd, July 2005). Details of these calculations are included in the *Preferred Options* technical report. Work undertaken in the preparation of these Preferred Options has identified sites that are considered appropriate for the development of these different waste management facilities, and these are included within the Preferred Options for site allocations in Preferred Policy W2 below. It should be noted that advances in technology are allowing facilities with greater capacities to be commissioned on smaller sites. Development of these sites for waste management facilities will contribute to achieving the preferred targets and provide a level of certainty to communities, the boroughs, the East London Waste Authority and the waste management industry[9].

5.16 The sites identified in the *Site Assessment to inform Preferred Options* report provide sufficient potential capacity to manage the tonnages of waste presented above. In considering the need for development, the ELWA Boroughs will have regard to the remaining capacity of existing facilities, as well as other permitted waste facilities. New waste management facilities should be of a high standard of design and contribute positively towards the overall development of the ELWA area.

Alternative Policy Options Considered

5.17 The development of the Preferred Options are supported by the *Site Assessment to inform Preferred Options*[10]. A short list of sites suitable for accommodating new or enhanced waste management facilities in the ELWA Boroughs was developed. This involved:

1. establishing all of the individual sites, over 0.5ha in size, with potential suitability for waste related development in the four ELWA Boroughs (the 'long list'), using the guidelines in PPS10;
2. reducing the long list to a shorter list of sites that are least constrained by "sieving" for environmental, physical or social factors using GIS methodologies; and
3. assessing the suitability of sites in more detail for inclusion as preferred options in the JWDPD. This stage included two parts:
4. assessment of current planning status and current use and availability of the site to refine the short list into a 'select list' of prioritised sites for more detailed assessment through site visits; and
5. sites visits and assessment of suitability against criteria.

5.18 A set of site assessment criteria for site visits was developed, taking into consideration the requirements of PPS10 (paragraphs 20-21 and Annex E). Potential operational requirements of the waste management facilities were also

[9] There is considerable variation in the scope for development of these sites that is addressed through site summaries provided as part of the evidence base for this development plan document.

[10] East London Joint Waste DPD – Site Assessment to inform Preferred Options. Prepared by Land Use Consultants and Environmental Resources Management Ltd, June 2007.

considered, in relation to the different waste treatment options in the ELWA area, such as recycling, composting, and recovery. The sustainability appraisal objectives, set out in the Sustainability Appraisal Scoping Report[11], were incorporated into the site assessment criteria.

5.19 This process identified a range of alternative sites that can adequately accommodate waste management facilities, and categorised them as most suitable, suitable and potentially suitable. A list of industrial estates, and specific sites within these estates, which may be able to accommodate waste management facilities, was also identified. Individual plots and buildings on industrial estates and urban sites experience a high turnover – they frequently change ownership and use. It is expected that some appropriate sites will become available throughout the plan period and that proposals for waste management facilities may come forward at these locations.

5.20 The Sustainability Appraisal identified that all sites identified as being most suitable or suitable in the Site Assessment Study will have no significant negative effects on any of the SA objectives. The majority of sites assessed as being potentially suitable have also been assessed as having no significant negative effects on the SA objectives. The sustainability appraisal suggested mitigating the impacts of waste management by considering transport alternatives when assessing sites. This was taken into consideration when assessing the suitability of each of the sites. The SA methodology and detailed SA matrices for each site is in the *Sustainability Appraisal of reasonable alternative sites* report[12].

Preferred Policy and Justification

5.21 The loss of appropriate sites to other development will make waste recycling, diversion and recovery targets harder to achieve. PPS10 recognises that all local planning authorities have a responsibility to consider the impact of other development on existing waste management facilities and on sites and areas allocated for waste management. Threats to allocated waste sites may constitute grounds for refusal for non-waste applications. It is important that the ELWA boroughs work together to ensure that new development does not constrain land that has been safeguarded for waste management facilities. The London Plan [Policy 4A.2 Spatial Policies for Waste Management] also emphasises that all existing waste management sites should be safeguarded, unless appropriate compensatory provision is made.

5.22 PPS10 also requires waste planning authorities to set out policies and proposals for waste management in line with the [London Plan] and ensure sufficient opportunities for the provision of waste management facilities in appropriate locations.

5.23 In addition, *New Waste Policy 2: Borough level apportionment of municipal and commercial waste to be managed* (London Plan, December 2006) requires boroughs in their DPDs to identify sufficient land to provide capacity to manage waste apportioned at borough level. It clarifies that Boroughs preparing joint waste DPDs may wish to collaborate by pooling their apportionment requirements.

[11] Strategic Environmental Assessment (SEA)/ Sustainability Appraisal of the Joint Waste Development Plan Document. Stage A Report: Setting the context and objectives, establishing the baseline and deciding on the scope. London Borough of Newham, June 2006.
[12] East London Joint Waste DPD – Sustainability Appraisal of reasonable alternative sites. Prepared by Land Use Consultants, July 2007.

5.24 Each of the identified sites has been considered according to the most suitable waste treatment technology. This takes account of specific site characteristics that are required by a range of waste technologies, as discussed below.

Mixed Waste Processing

Mixed waste processing is the general term to describe operations, primarily of a mechanical and/or biological nature, which are designed to process unsorted black bag wastes, residual household waste and residual waste following centralised separation of recyclables/ organics.

'Mechanical and biological treatment' (MBT) is commonly used to describe a hybrid process which combines mechanical and biological techniques used to sort and separate mixed household waste. The term 'Dirty Materials Recovery Facility' (MRF) is also used to describe processing of mixed household waste. A 'Clean Materials Recovery Facility' (MRF) is designed to process source separated/co-mingled dry recyclables. Mechanical processing typically starts with sorting, using a combination of techniques which include hand picking, mechanical sorting, and magnetic separation. More recently, glass recycling is excluded from these facilities to help simplify the process.

Composting

In-vessel composting (IVC) is used to cover a wide range of composting systems, all of which feature the enclosed composting of biodegradable material, therefore allowing a higher degree of process control. They are usually categorised into five types: containers, silos, agitated bays, tunnels, and enclosed halls. Many IVC systems involve the forced aeration of the feedstock and capture and manage process air to reduce potential nuisance, such as odour. The enclosed nature of these facilities allows for the further control of nuisance, including noise and dust. The compost produced is far more stable and sanitary than the biodegradable MSW input. Moreover, the material may be screened into particle sizes suited to its end-use, and may be blended with other materials, such as sand, to produce artificial topsoil.

Open windrow composting has quite different land use implications from other waste management techniques. Generally, open windrow composting operations require only minimal buildings. As such, the operations are comparable to agricultural practices and may therefore be appropriate to locate in the open countryside or Green Belt. In considering any application for open windrow composting, the ELWA Boroughs will seek advice from the Environment Agency in regard to the appropriate distance to be maintained between the proposed facility and sensitive receptors such as housing.

Anaerobic digestion

Anaerobic digestion (AD) is a biological treatment where biodegradable wastes are converted to a 'digestate' (containing biosolids and a liquid) and biogas. The waste is decomposed by bacteria in the absence of air – a key difference from composting processes. Biodegradable waste is broken down in an enclosed vessel under controlled conditions. The methane rich biogas released during this process can be collected and burnt as a fuel to produce electricity.

Thermal Treatment (excluding conventional incineration)

Thermal treatment is a general term used for waste management technologies, designed to generate power, and often to recover heat, through the combustion of waste. Advanced thermal treatment includes gasification and pyrolysis, which are both emerging technologies without, as yet, full scale plant operating in the UK. Within the ELWA area, a proposal for thermal treatment (excluding conventional incineration) will only be considered where the development will recover energy, and not simply be a means for waste management. In addition, it must be demonstrated that waste to be managed in this way cannot practically and reasonably be reused, recycled or processed to recover materials. This will ensure that

the thermal treatment plant does not 'crowd out' other technologies with the potential for recycling or otherwise gaining benefit from the waste prior to its thermal treatment. Opportunities to include provision for Combined Heat and Power (CHP) and Combine Heat Power and Cooling (CHPC) will be supported.

C,E&D Recycling

C,E&D waste recycling and processing facilities can be co-located on mineral sites. Broadly, both materials are similar in nature, as are the general processes that both C,E&D waste and virgin minerals undergo (including screening and grading of material, crushing and breaking). The nature of the environmental effects is also broadly similar, and there are potential transport-related savings through the use of heavy goods vehicle movements delivering C,E&D waste and removing minerals or secondary aggregate. Permissions granted for C,E&D waste management facilities on mineral extraction sites will be temporary and restricted to the operational life of the mineral site. This is the period within which the site is actively working, and does not extend beyond the permitted restoration date.

5.25 The Preferred Policy option aims to satisfy Preferred Objective C regarding a range of technologies, and Preferred Objective D which is concerned with self-sufficiency. It also accommodates Preferred Objective E on disposing of waste in the nearest appropriate installation and Preferred Objective F on integrating waste management with other spatial concerns. These policies will provide the future land requirements for the siting of facilities to accommodate additional capacity within the ELWA area (including London Plan apportionment for MSW and C&I waste). This satisfies Preferred Objective G which aims to reverse the historical trend of the ELWA area being a dumping ground for London's waste.

5.26 In accordance with PPS10 this report identifies preferred areas for waste management. The *Site Assessment to inform Preferred Options* report identified a number of potentially available and suitable sites for waste management facilities (detail of the Site Assessment methodology is in paragraphs 5.17 – 5.20 above).

5.27 In the interests of flexibility the preferred approach is to identify the areas within which these potentially available and suitable sites are located. This represents a refinement of the broad locations identified in the London Plan and Borough's Core Strategies. This is because by the time this Plan is adopted some of these sites may have been developed for other uses, and other opportunities in the same areas may have arisen. There is no guarantee that the market will respond to the safeguarding of these potentially available and suitable sites. The boroughs experience has been that waste management facilities have been able to successfully locate in these preferred areas without the need for restrictive land use policies. The boroughs are therefore confident that sufficient opportunities will arise within these areas for new waste management facilities to meet the identified capacity shortfalls.

Preferred Policy W2: Waste Management Capacity, Apportionment & Site Allocation

The London Plan identifies the amount of municipal and commercial waste to be managed by the ELWA boroughs as 1,394,847 tonnes at 2010; 1,847,421 tonnes at 2015 and 2,170,554 tonnes at 2020. The ELWA boroughs will meet this apportionment by:

(i) Safeguarding the capacity of existing waste management facilities listed in Schedule 1 and supporting increased operational efficiency at these facilities; and

(ii) Approving waste management facilities where it will contribute to the ELWA boroughs meeting the London Plan apportionment on sites within the locations listed in Schedule 2.

Where the applicant can demonstrate there are no opportunities within these preferred areas for a waste management facility, sites within designated industrial areas as identified in borough Local Development Frameworks will be considered.

In all cases applications will be required to meet the relevant boroughs design guidance and Preferred Policy W4.

Applications for thermal treatment facilities (excluding conventional incineration) will, only be allowed where the waste to be treated cannot practically and reasonably be reused, recycled or processed to recover materials and that provision is made for energy recovery.

Landfill of construction, excavation and demolition waste

Background

5.28 In the waste hierarchy, landfill is the option of last resort. However, it is recognised that inert waste may be beneficially deposited on landfill sites as part of their restoration. Landfill is commonly used to fill voids left by mineral working, and to achieve restoration of the site. Landfill activities can also restore previously derelict and disturbed land, to enable a more positive and beneficial use. Examples of more positive and beneficial uses include public parks or nature reserves.

5.29 Voids created through mineral extraction have a role to play with regards to waste management - mineral extraction sites with remaining voids could provide the required inert landfill capacity within the ELWA area.

5.30 The sustainability appraisal recommended capturing methane generated during landfill operations. However, as landfill is only considered here for inert waste materials, this recommendation is not relevant for this Preferred Policy.

Alternative Policy Options Considered

5.31 Landfill is primarily considered where there is an existing void space or potential for void space through mineral extraction. Thus, alternatives are largely related to final land use, rather than the location of suitable sites, as sites are defined by the presence of valuable and winnable mineral.

5.32 Alternative land uses for mineral sites include low level restoration, which involves minimal backfill, generating a site profile lower than the pre-extraction level. Another use is flooding of the void space to create a water body, which can then be used for community leisure activities.

Preferred Policy and Justification

5.33 Due to the need for additional C,E&D waste landfill capacity (Chapter 4 and Tables 5 and 6) it is recommended that mineral sites be used to landfill inert C,E&D waste. The Preferred Policy detailed below, sets the requirements that should govern when these sites should be developed.

5.34 To ensure that the potential benefits of landfill are maximised, such proposals must include consideration of final use of the land, including proposals for a high quality of restoration and long term management plans for the restored site. The finished levels of a restored landfill site may be higher than adjoining land, however this is commonly not the case for inert waste landfills. However, they will still be expected to incorporate high quality standards of restoration of the site that are appropriate to the surrounding landscape. In this regard Borough's LDF minerals policies must also be met.

Preferred Policy W3: Disposal of inert waste by landfilling

The ELWA Boroughs will only grant planning permission for waste disposal by landfilling provided:

(i) the waste to be disposed of cannot practicably and reasonably be reused; and

(ii) the proposed development is both essential for and involves the minimum quantity of waste necessary for:
a) the purposes of restoring current or former mineral workings sites; or
b) facilitating a substantial improvement in the quality of land; or
c) facilitating the establishment of an appropriate afteruse; or
d) improving land damaged or degraded as a result of existing uses and where no other satisfactory means exists to secure the necessary improvement; and

(iii) Whalebone Lane North: Marks Warren Farm (Brett Lafarge Ltd) [SiteID 1712] has been duly considered as a site for the disposal of C,E&D waste.

Where the above criteria are met, all proposals for landfilling should:

(i) incorporate finished levels that are compatible with the surrounding landscape. The finished levels should be the minimum required to ensure satisfactory restoration of the land for an agreed after-use; and

(ii) include proposals for aftercare and securing long term management of the restored site.

General considerations

Background

5.35 The following Preferred Policy contains general planning considerations against which all waste related development proposals shall be judged, to ensure any potentially adverse effects are avoided or satisfactorily mitigated.

5.36 In assessing each development proposal, due regard will be paid to prevailing national policy and guidance appropriate both to the areas and features of acknowledged importance and to the proposed means of dealing with waste. The assessment will also take into account whether any significant adverse impact identified can be controlled to acceptable levels. Consideration will also be given to relevant Borough specific DPDs in Barking and Dagenham, Havering, Newham and Redbridge, to ensure that policy conflict does not arise.

Alternative Policy Options Considered

5.37 The handling, treatment and disposal of waste should not give rise to pollution or have a significantly adverse environmental impact. Adequate monitoring and

safeguards should be maintained to minimise the risk of problems in the future. These issues are the primary responsibility of the pollution control authorities, generally the Environment Agency, but planning should ensure that the location of proposed waste development is acceptable. Thus this Preferred Policy adds a planning dimension to the development and management of new waste facilities.

5.38 This Preferred Policy incorporates Objective 14 from the sustainability appraisal and gives due consideration to the proposed mitigation measures regarding protection of human health and the environment.

Preferred Policy and Justification

5.39 The following discussion and preferred policy relate to the criteria that must be considered when determining planning applications for waste management facilities. As reliance on landfill diminishes, waste management is increasingly expected to occur within purpose built structures. A high quality of building design and site layout in proposals for waste management facilities is expected.

5.40 The construction and operation of waste management facilities should not give rise to an unacceptable impact on the amenities of residents, or on the local and wider environment. Sufficient information from applicants will therefore be required to ensure adequate protection of these interests before granting planning permission. In line with Preferred Objective 5 of this report, adequate pollution control technology is expected to be installed and operated. Best practice on site management and operations should be included with the planning application, as poor site management can lead to adverse amenity and environmental impacts.

5.41 Consideration of traffic generation characteristics will incorporate an assessment of the level and type of traffic generated and the impact of that traffic, suitability of the access and the highway network in the vicinity of the site, including access to and from the primary route network, and works necessary to accommodate the development.

5.42 All planning applications will need to cover all relevant matters in detail and are expected to include management and mitigation for potentially adverse effects resulting from the proposed development.

5.43 Residual wastes will arise from waste management facilities. These wastes will need to be managed and these management details are expected to be included with the planning application.

5.44 Developers are encouraged to contact the appropriate ELWA borough prior to submission of a planning application to discuss all relevant matters.

Preferred Policy W4: General Considerations

Planning permissions for a waste related development will only be granted where it can demonstrate that any impacts of the development can be controlled to achieve levels that will not significantly adversely affect people, land, infrastructure and resources.

The information supporting the planning application must include, where relevant to a development proposal, assessment of the following matters and where necessary, appropriate mitigation should be identified so as to minimise or avoid any material adverse impact and compensate for any loss including:

(i)	the release of polluting substances to the atmosphere or land arising from facilities and transport;
(ii)	the amount of greenhouse gases produced;
(iii)	the development on sites that are likely to be at greater risk now, or over the lifetime of the development due to climate change;
(iv)	the likely increase in pressure on resources with climate change;
(v)	the contamination of ground and surface water;
(vi)	the drainage of the site and adjoining land and the risk of flooding;
(vii)	water consumption requirements and consideration of water management within operational plant;
(viii)	groundwater conditions and the hydrogeology of the locality;
(ix)	the visual and landscape impact of the development on the site and surrounding land including townscape;
(x)	in the case of buildings, demonstration of high quality of design and sustainable construction and drainage techniques;
(xi)	adverse effects on neighbouring amenity including transport, noise, fumes, vibration, glare, dust, litter, odour and vermin;
(xii)	traffic generation, access and the suitability of the highway network in the vicinity, including access to and from the primary route network;
(xiii)	adverse effects on open spaces, settlements, woodland, or existing or potential outdoor recreation uses, including Public Rights of Way;
(xiv)	the loss or damage to the biological diversity of flora and fauna and their respective habitats at the site or on adjoining land including linear or other features which facilitate the dispersal of species;
(xv)	the loss or damage to archaeological resources or historic landscapes;
(xvi)	potential danger to aircraft from birdstrike and structures;
(xvii)	scope for limiting the duration of use; and
(xviii)	the management arrangements for residues arising from any waste management facility.

6. Monitoring and implementation

Monitoring

6.1 A key requirement of the Planning and Compulsory Purchase Act 2004 is for Planning Authorities to assess the extent to which policies in local development documents are being implemented. This chapter outlines how the policies in the JWDPD will be monitored against core output indicators as prescribed by the Communities and Local Government Department as well as local output indicators which have been established by the four authorities for the purpose of this DPD. To provide evidence that the policies are being implemented, targets are provided for both the core and local output indicators.

6.2 Where monitoring identifies serious/sustained failure to meet core and local targets, the four Planning Authorities will seek to understand the reasons why this is occurring and take effective management measures to correct any problems. In the case of failure to deliver new waste facilities in accordance with apportionment set out in the London Plan, key management actions may include:

- Re-assess existing designated sites and identify further sites suitable for new waste facilities, as required by PPS10 (paragraph 19).
- Bring forward waste facilities through site planning briefs.
- Use Compulsory Purchase Orders to assemble key sites where other delivery mechanisms have failed.
- Working with the Greater London Authority on any future reviews of waste apportionment.

6.3 Monitoring will be undertaken on an annual basis and coincide with preparation of each Borough's Annual Monitoring Report, which is submitted annually to GOL by 31 December, for the previous financial year.

Indicators and targets

Policy	Performance measure	Scope of target
Core output indicators		
W2	• Capacity of new waste management facilities by type • Amount of municipal waste arising, and managed by management type, and percentage each management type represents of the waste managed	
Local output indicators		
W1	• Meet targets for recycling and composting set out in Waste Strategy for England 2007 and the London Plan	
W2	• Meet apportionment targets set out in the London Plan • Deliver the sites identified for new waste facilities	
W3	• Restrict landfill	

Delivery organisations

6.4 It is anticipated that a number of organisations will work in partnership to implement the policies in the JWDPD. Schedule 3 outlines how each policy will be implemented. All of the organisations listed have contributed to preparation of the DPD and the actions required stem from Strategies and Plans they already have in place. All bodies therefore recognise their contribution to achieving delivery of the JWDPD.

Schedule 1

WML	Facility	Borough	OPRA Facility Type	Annual Permitted Tonnage
RECYCLING				
80090	Gerpins Lane Reuse & Recycling Centre	Havering	A13 - Household Waste Amenity Site	115,500
80679	Jenkins Lane Waste Management Facility	Newham	A13 - Household Waste Amenity Site	110,000
80106	Chigwell Road Reuse & Recycling Centre	Redbridge	A13 - Household Waste Amenity Site	28,600
80105	Frizlands Lane Reuse & Recycling Centre	Barking & Dagenham	A13 - Household Waste Amenity Site	80,000
	Bywaters	Newham	A15 - Material Recycling Treatment Facility	500,000
80126	Ilford Recycling Centre	Redbridge	A15 - Material Recycling Treatment Facility	7,500
80518	Rainham Recycling & Reclamation Centre	Havering	A15 - Material Recycling Treatment Facility	505,200
80734	Express Recycling & Plastics Limited	Havering	A15 - Material Recycling Treatment Facility	30,000
Exempt	Cemex	Barking & Dagenham	A15 - Material Recycling Treatment Facility	120,000
Potential	White Mountain Roadstone Ltd	Barking & Dagenham	A15 - Material Recycling Treatment Facility	12,000
80704	Rainham Waste Recycling & Reclamation Centre	Havering	A15 - Material Recycling Treatment Facility	131,000
	Jenkins Lane MRF	Newham	A15 - Material Recycling Treatment Facility	50,000
	Frog Island MRF	Havering	A15 - Material Recycling Treatment Facility	70,000
80759	Closed Loop Recycling	Barking & Dagenham	A15 - Material Recycling Treatment Facility	25,000
COMPOSTING				
80704	Rainham Waste Recycling & Reclamation Centre	Havering	A22 - Composting Facility (in-vessel)	49,000
80704	Rainham Waste Recycling & Reclamation Centre	Havering	A22 - Composting Facility (windrow/wood processing)	153,000
RECOVERY				
80704	Rainham Waste Recycling & Reclamation Centre	Havering	A16 - Physical Treatment Facility (lamp processing)	24,000
80620	Hunts Wharf	Barking & Dagenham	A16 - Physical Treatment Facility	150,000
	Clinical Waste Ltd (Goodmayes Hospital)	Redbridge	Incinerator	
Potential	Novera Gasification (Frog Island)	Havering	A17 - Physico-Chemical Treatment Facility (gasification)	90000
80662	Frog Island Bio-MRF	Havering	A23 - Biological Treatment Facility	180,000
	Jenkins Lane Bio-MRF	Newham	A23 - Biological Treatment Facility	192,000

Schedule 2

Area	Borough	Scale of facility	Type of facility
Albright Industrial Estate	Havering	Small scale facility	IVC/AD
Chequers Lane	Barking & Dagenham	Small scale facility	IVC/AD
Harold Hill Estate	Havering	Small scale facility	IVC/AD
Dagenham Dock Sustainable Industry Park	Barking & Dagenham	Medium scale facility	IVC/AD/MBT
Thames Gateway Park	Barking & Dagenham	Medium scale facility	IVC/AD
Gerpins Lane – adjacent to Gerpins Lane Civic Amenity Centre	Havering	Medium scale facility	Open-air composting only
Beckton Riverside (Preferred Industrial Location)	Newham	Large scale facility	IVC/AD/MBT/ thermal(excluding incineration)
Hall Farm former landfill site	Havering	Large scale facility	Open-air composting only

IVC In-vessel composting
AD Anaerobic digestion
MBT Mechanical and biological treatment

Schedule 3

Policy	Principle delivery organisation(s)	Actions required
W1	Borough Cleansing Services; ELWA; private waste operators	• Continuously improving recycling/composting performance
W1	Borough Planning Services; Borough Cleansing Services; development industry	• In assessing planning applications ensure new developments have suitable recycling/composting facilities • Encourage re-use of construction, excavation and demolition waste in new development
W2	Borough Planning Services; development industry	• Work in partnership to bring forward sites identified for new waste facilities
W3	Development industry	• Find alternative waste management to landfill
W4	Development industry	• Provide sufficient information to allow planning applications to be determined

Acronyms and terms

Aerobic	In the presence of oxygen
Anaerobic	In the absence of oxygen
Anaerobic Digestion (AD)	A process in which biodegradable material is encouraged to break down in the absence of oxygen. Waste is broken down in an enclosed vessel under controlled conditions, resulting in the production of digestate and biogas.
Biodegradable	Capable of being degraded by plants and animals. Biodegradable municipal waste includes paper and card, food and garden waste, and a proportion of other wastes, such as textiles
Biogas	Gas resulting from the fermentation of waste in the absence of air (methane/carbon dioxide)
Biological Material Recovery Facility (Bio-MRF)	Bio-MRFs dry and stabilise waste before sorting out further materials for recycling, energy recovery (production of a renewable fuel) and disposal
Biological treatment	A treatment technology that uses bacteria to consume organic waste
C&I	Commercial and industrial
Commercial waste	Waste from premises used wholly or mainly for the purposes of a trade or business, or for the purpose of sport, recreation, education or entertainment. Excludes household, agricultural or industrial waste
Composting	The biological decomposition of organic material by micro-organisms under controlled, aerobic conditions
Construction, excavation & demolition waste (C,E&D)	Waste building materials, packaging, rubble from construction and remodelling, repair and demolition operations on roads, houses, commercial buildings and other structures and excavation waste
DCLG	Department of Communities and Local Government
DEFRA	Department for Environment Food and Rural Affairs
Development Plan Document (DPD)	Spatial Planning documents within the portfolio of Local Development Documents in a Local Development Framework.
Digestate	Solid and liquid product resulting from anaerobic digestion
Disposal	Final placement or destruction of toxic, radioactive, or other wastes. Disposal may be accomplished through use of approved secure landfills, surface impoundments, land farming, deep-well injection, ocean dumping, or incineration
Dry recyclables	Dry recyclable household waste includes: papers (newsprint, pamphlets, envelopes, books), food tins (steel), drink cans (aluminium), milk and juice cartons & plastic bottles
EA	Environment Agency

ELWA	East London Waste Authority
Energy recovery	Obtaining energy from waste through a variety of processes (e.g. combustion)
Gasification	The process whereby carbon based wastes are heated in the presence of air or steam to produce fuel-rich gases. The technology is based on the reforming process used to produce town gas from coal
GLA	Greater London Authority
Green belt	The fundamental aim of green belt policy is to prevent urban sprawl by keeping land permanently open; the most important attributes of green belts is their openness
ha	hectare
Hazardous Waste	Waste which because of its characteristics poses a present or potential hazard to human health or the environment
Incineration	The controlled thermal treatment of waste by burning, either to reduce its volume of toxicity. Energy recovery from incineration can be made to produce heat and/or power
Inert waste	Waste that does not normally undergo any significant physical, chemical or biological change when deposited at a landfill site. It may include materials such as rock, concrete, brick, sand, soil or other material arising from construction, excavation or demolition
In-vessel composting (IVC)	The aerobic decomposition of shredded and mixed organic waste within an enclosed container, where the control systems for material degradation are fully automated. Moisture, temperature and odour can be regulated, and stable compost can be produced much more quickly than open windrow composting
Industrial Waste	Waste arising from the provision of public services and industrial activities. Excludes construction and demolition material
JWDPD	Joint Waste Development Plan Document
JWMS	Joint Waste Management Strategy
ktpa	kilo-tonnes per annum
Landfill	Disposal sites for non-hazardous solid wastes spread in layers, compacted to the smallest practical volume, and covered by material applied at the end of each operating day
Local Development Framework (LDF)	A portfolio of Local Development Documents providing the spatial planning framework for an area
Mechanical Biological Treatment (MBT)	A generic term for mechanical sorting/separation technologies used in conjunction with biological treatment processes, such as composting
Materials Recycling Facility/Material Recovery Facility (MRF)	Dedicated facility for the sorting/separation of recyclable materials

Mixed waste	Mixed waste can refer to any combination of waste types with different properties
Municipal Solid Waste (MSW)	Waste collected by local authorities. Mainly composed of household waste but also includes street cleaning waste, waste from reuse and recycling centres and commercial and industrial waste collected by local authority
Planning & Compulsory Purchase Act 2004	Planning Act that came into force in 2004 and introduce reforms to the UK Town and Country Planning system
Planning Policy Statements (PPS)	Statement of national planning policy to replace PPG notes under the Planning & Compulsory Purchase Act 2004
Proximity principle	This principle seeks to minimise the negative impacts of waste by dealing with waste as near as practical to its place of production
Pyrolisis	During pyrolisis organic waste is heated in the absence of air to produce a mixture of gaseous and liquid fuels and a solid, inert residue (mainly carbon)
Recovery	To obtain value from waste through recycling, composting, energy recovery or other forms of material recovery, such as anaerobic digestion
Recycling	Involves the processing of wastes, into either the same product or a different one
Refuse derived fuel	A fuel produced from combustible waste that can be stored and transported, or used directly on site to produce heat and/ or power
Re-use	Can be practiced by the commercial sector with the use of products designed to be used a number of times, such as reusable packaging
Sustainability Appraisal (SA)	A tool for assessing policies to ensure that they reflect sustainable development objectives, including environmental, social and economic factors. The Planning and Compulsory Purchase Act 2004 requires local planning authorities to undertake a sustainability appraisal of all local development documents
Thermal treatment	The general term used for waste management technologies designed to generate power, and often to recover heat, through the combustion of waste
tpa	tonnes per annum
Transfer	The handling and transport of waste
Transfer station	Facility where solid waste is transferred from collection vehicles to larger trucks or rail cars for longer distance transport
Treatment	Treatment is any process that changes the physical, chemical, or biological character of a waste to make it less of an environmental threat
Unitary Development Plan (UDP)	Statutory development plan prepared by Unitary Authorities. To be replaced by Local Development Framework under the

Plan (UDP)	Planning & Compulsory Purchase Act 2004
Waste hierarchy	The waste hierarchy acts as a guide when determining the most sustainable waste management options from the ideal of prevention and reduction to the last resort of disposal
Windrow composting	The aerobic decomposition of appropriate shredded biodegradable waste using long narrow piles, known as 'windrows'. The process involves mechanical turning and re-mixing of the material to enable effective degradation. This results in a bulk-reduced, stabilised residue known as compost. Windrow composting can take place outdoors or within buildings and the process takes around three months.

Appendix A

Summary of European & National Waste Related Directives, Strategies & Legislation

Title	Summary
European Directives	
Waste Framework Directive	A key principle of this Directive is the waste hierarchy, which requires the prevention of the generation of waste and the reduction of its harmfulness.
Landfill Directive	This Directive also aims to drive waste up the management hierarchy. This Directive sets demanding targets for the reduction of the amount of biodegradable municipal waste sent to landfill (see below for the targets set for ELWA boroughs).
Waste Electrical & Electronic Equipment Directive	This Directive aims to reduce the impact of waste electrical and electronic equipment. The Directive requires producers to provide for separately collected waste electrical and electronic equipment with targets for recovery, reuse and recycling.
End of Life Vehicles (ELVs) Directive	This Directive requires operators (i.e. producers, dismantlers and shredders, among others) to establish adequate systems for the collection of ELVs and establishes reuse, recycling and recovery targets. Essentially, these Directives seek practice of the waste hierarchy in the management of these wastes.
National Policy	
Securing the Future - UK Sustainable Development Strategy (2005)	Overarching the entire approach to the management of waste, are the principles of sustainable development. These are set out in, the UK Strategy for Sustainable Development. The five elements of sustainable development are: • promoting good governance; • living within environmental limits; • using sound science responsibly; • achieving a sustainable economy; and • ensuring a strong, healthy and just society. Sets out the overarching approach to sustainable development. The priority areas for action across the UK are: • Sustainable consumption and production; • Climate change and energy; • Natural resource protection and environmental enhancement; and • Sustainable communities.

Title	Summary
Waste Strategy for England 2007	The government's key objectives are to: • decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use; • meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020; • increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste; • secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and • get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies. **TARGETS** By 2010: • Recycle or compost at least 40% of household waste • Recover value from 53% of municipal waste (through recycling, composting, other forms of material recovery or energy recovery via waste combustion) By 2015: • Recycle or compost at least 45% of household waste • Recover value from 67% of municipal waste By 2020: • Recycle or compost at least 50% of household waste • Recover value from 75% of municipal waste
Sustainable Communities Plan (2003)	Part of the Joint Waste DPD area is within the Thames Gateway – a national priority area for regeneration and growth. The Government's targets for the Thames Gateway include, by 2016, 20,000 new homes supported by high quality transport infrastructure; 180,000 new jobs; improved education facilities; access to high quality healthcare for all residents; and major improvements to the image and environment of the Thames Gateway.

Title	Summary
Planning Policy Statement 10: Planning for sustainable waste management	PPS10 establishes key planning objectives through which planning authorities should prepare and deliver their planning strategies. PPS10 recognises that positive planning has an important role in delivering sustainable waste management through the development of appropriate strategies for growth, regeneration and prudent use of resources, and by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time. PPS10 reflects many of the principles of the Waste Framework Directive and requires waste planning authorities to identify suitable site opportunities for waste management facilities. It requires the regional spatial strategy (the London Plan) to identify tonnages of MSW and C&I waste requiring management and its apportionment by waste planning authority area. PPS10 requires local planning authority DPDs to allocate sites and areas suitable for waste management facilities in accordance with the broad locations and to support the apportionment as in the regional spatial strategy.
Waste and Emissions Trading Act 2003	This is a key piece of legislation. It rations the amount of biodegradable municipal waste that each waste disposal authority may dispose of to landfill by a system of tradable allowances – the Landfill Allowance Trading Scheme (LATS). Each waste disposal authority will be able to determine how to use its allocation of allowances in the most effective way. It will be able to trade allowances with other authorities, save them for future years or use some of its future allowances in advance. The key driver to this legislation is that authorities will be fined for each tonne of waste landfilled in excess of the allowance set by the Government. This sets a particular challenge for authorities, including the ELWA boroughs, where waste management has been heavily reliant on disposal to landfill.
Regional Policy	
The London Plan and its Alterations	The London Plan was adopted in February 2004, with adoption of early alterations to the Plan[1], resulting in a range of planning policies for waste management. The London Plan is currently subject to a further with key proposals including: borough level waste apportionment[2]; revised municipal waste recycling targets; and recycling targets for commercial and industrial (C&I) and construction and demolition (C&D) waste. The Further Alterations place a greater emphasis on tackling climate change, and include development targets to reduce carbon emissions. This includes support for local integrated recycling schemes, combined heat and power schemes and other treatment options. The Alterations encourage the use of the Demolition Protocol, which was developed by London Remade, to support recycling and reuse of materials during demolition activities.

Title	Summary
	Where waste cannot be recycled, the Further Alterations give more encouragement to energy from waste from new and emerging technologies in preference to incineration, and where this enables generation of renewable hydrogen from waste. The London Plan was adopted in February 2004, with adoption of early alterations[3] to the Plan in December 2006 resulting in new planning policies for waste management. Policy 4A.1 includes the target for London providing facilities with sufficient capacity to manage 70% of its waste by 2010, 80% by 2015 and 85% by 2020, and targets for the recycling/composting of household waste. The Draft Further Alterations to the London Plan[4], including the revised draft minor alteration (borough level waste apportionment), outlines the tonnages of municipal and commercial and industrial waste to be managed by each London borough (Policy 4A.21ii), revised targets for recycling of municipal waste and new targets for recycling of commercial and industrial waste and recycling or reuse of construction and demolition waste. Policy 4A.1 (Draft Further Alterations to the London Plan) The Mayor will work in partnership with the waste authorities, Environment Agency and operators to: • exceed recycling or composting levels in municipal waste to 35% by 2010; 45% by 2015 • achieve recycling or composting of commercial and industrial waste of 70% by 2020 • achieve recycling or reuse in construction, excavation and demolition waste of 95% by 2020. The Draft Further Alterations place greater emphasis on tacking climate change and include development targets to reduce carbon emissions. This includes support for local integrated recycling schemes, combined heat and power schemes and other treatment options. Where waste cannot be recycled, the Further Alterations encourage the production of energy from waste from new and emerging technologies (in preference to incineration), especially where it enables the generation of renewable hydrogen. The London Plan and its alterations encourages the regeneration of east London, concentrating development in 'Opportunity Areas', of which Barking Reach, London Riverside, Ilford, Lower Lea Valley, Royal Docks and Stratford are located within the ELWA boroughs. Opportunity Areas are identified on the basis that they are capable of accommodating substantial numbers of new jobs and/or homes and their potential should be maximised.

Title	Summary
	[1] Alterations to the housing provision targets and waste and minerals policies in December 2006 [2] Revised draft minor alteration to the London Plan (Dec 2006) [3] The London Plan (Spatial Development Strategy for Greater London). Housing Provision Targets, Waste and Minerals Alterations. GLA, December 2006 [4] Draft Further Alterations to the London Plan (Spatial Development Strategy for Greater London). GLA, September 2006
Local Policy	
Community Strategies	PPS12 recognises the local development framework as a key component in the delivery of Community Strategies. It requires local development documents to express those elements of the community strategy that relate to both the development and use of land.
Barking and Dagenham Community Strategy	To make the Borough cleaner, greener and safer' by: • improving environmental sustainability especially in relation to energy efficient design, waste management and emissions, including a target to recycle 25% of waste.
Havering Community Strategy	To create a safe, welcoming, healthier and more prosperous place where people choose to live, work and visit, by: • reducing the volume of waste created and increasing the proportion of waste that is recycled; and • contributing to tackling climate change and promoting sustainable energy.
Newham Community Strategy	To provide a better environment for all', by: • promoting more recycling of household rubbish and providing free collection services of bulky items; • creating a major new facility to recycle waste; and • dealing with problems of storage and disposal of waste by businesses.
Redbridge Community Strategy	To promote a positive attitude to the environment and have a cleaner, greener Redbridge', by: minimising waste; • encouraging people and businesses to recycle; and • making more effective use of resources.

Title	Summary
Joint Municipal Waste Management Strategy (JMWMS)	The Strategy details how ELWA, and the ELWA boroughs, intend to manage municipal waste. The vision of the Strategy is to 'provide an effective and efficient waste management service that is environmentally acceptable and delivers services that local people value' and will be achieved by: (ii) Providing services that are environmentally and economically sustainable in terms of: • encouraging waste minimisation initiatives; • seeking to maximise waste recycling and composting opportunities potentially supported by energy recovery; • meeting national recycling and recovery targets whilst recognising regional waste strategies; • complying with legislation on waste management; and • contributing to local economic development. (iv) Ensuring that the services shall be significantly diverse and flexible and not dependent on a single method of waste treatment. (v) Reducing biodegradable waste landfilled in order to meet the requirements of the Waste and Emissions Trading Act.

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THE EXECUTIVE

19 FEBRUARY 2008

REPORT OF THE CORPORATE DIRECTOR OF CUSTOMER SERVICES

Title: Housing Revenue Account Estimates and Review of Rents and Other Charges 2008/09	**For Decision**

Summary:

The Council has a statutory responsibility to manage the Housing Revenue Account (HRA) and ensure the ongoing financial viability of housing. This report focuses on delivering a balanced Housing budget for 2008/09 whilst maintaining a working balance sufficient to sustain the long term financial viability of the HRA.

This report considers the key factors that influence the production of a balanced Housing budget with particular consideration given to the impact on tenants through the Government's Rent Restructuring framework.

Wards Affected: All

Recommendation(s)
The Executive is recommended to agree:

(a) The HRA estimates for 2008-09 as set out in Appendix A;
(b) Subject to (a) above, rent increases being calculated in accordance with the rent restructuring formula. This will mean an average weekly rent increase of £4.32 per dwelling (6.2%);
(c) The implementation of Phase Three of the depooling of rents in respect of the caretaking service, the upkeep of amenity greens, television aerials and security;
(d) Increasing the communal heating charges by 32.3%;
(e) Increasing garage rents for traditional garages by 10%;
(f) The above changes taking effect from 7 April 2008.

Reason(s)
To meet the Council's statutory duty to annually review rents and other charges, to ensure rent levels conform with the Government's rent restructuring proposals, and to produce a balanced Housing Revenue Account and assist in achieving the Community Priority of 'Improving Health, Housing and Social Care'.

Implications:

Legal:
Through the Local Government & Housing Act 1989 the Council has a statutory responsibility to manage a ring fenced HRA and is responsible for ensuring that the HRA maintains prudent revenue balances. It is illegal for the Council to set a deficit HRA budget.

Risk Management:
The recommendations set out in this report enable the Council to set a balanced HRA budget for 2008/09 whilst maintaining a prudent working balance. Failure to approve the recommendations in this report would mean the council might not be able to set a balanced budget for 2008/09. This could lead to a working balance shortfall or further savings

reviews. These options could leave the HRA vulnerable to unforeseen cost implications in excess of the working balance or the need to reduce services to tenants through further savings to meet its legal obligations.		
Social Inclusion and Diversity: As this report does not concern a new or revised policy there are no specific adverse impacts insofar as this report is concerned		
Crime and Disorder: There are no specific implications insofar as this report is concerned.		
Options Appraisal: The level of rent increase is controlled by the Government, and within the cap of total expenditure the council has revised its estimates for inflation based on the factors set by Executive, reviewed charges and considered options for savings as set out in this report.		
Contact Officer: Keith Broxup	**Title**: Interim Divisional Director of Housing Services	Contact Details: Tel: 020 8227 Fax: Email: keith.broxup@lbbd.gov.uk

1 Introduction

1.1 The Council has a statutory responsibility through the Local Government and Housing Act 1989 to manage the HRA as a ring fenced landlord account providing housing services to the Council's tenants. This report makes recommendations on the setting of rents and other charges for 2008/09.

1.2 The Local Government and Housing Act 1989 Section 74 Part V1 specifies the major items that must be included in the HRA. Section 66(4) of the Act specifies that the HRA must be produced in accordance with approved Accounting Code of Practice.

2 Background

2.1 Rent Restructuring

2.1.1 The Government has introduced significant changes to the HRA and the subsidy system in recent years. These changes include:

- The introduction of rent restructuring to:

  i Ensure tenant rents are fair and affordable;
  ii Converge with Registered Social Landlord (RSL) rents by 2012;
  iii Implement a rent system which reflects property size, value and local earnings.
  iv Achieve a coherent structure for social rents within 10 years;
  v Support tenants, were appropriate, through housing benefits;
  vi Limit rent increases to RPI of 3.9% + ½% + £2 per week.

2.1.2 The Government implemented the Rent Restructuring framework in 2002/03. The main aims of the policy were to make social housing rents transparent, consistent

between social landlords and fair and reasonable for tenants. The cornerstone of the policy was for social housing rents to converge by 2012.

2.1.3 Under the Rent Restructuring framework tenant rents are calculated through a formula. The formula determines tenants rents dependent on the type of property, the number of bedrooms, the property valuation and the local average wage.

2.1.4 The inflation factor to be used for setting the cap on formula rents and determining actual rents has been set by DCLG at 4.4%. Under rent restructuring, the likelihood is that tenants in flats will generally have a lower increase than those in houses, however all increases will be limited to 3.9%+½% + £2 per week in accordance with government 'caps & limits'.

2.2 Housing Subsidy System

2.3 Overview

2.3.1 The Housing Subsidy system is based on a notional HRA. The DCLG treat all HRAs as a national account and utilise the subsidy system to redirect resources nationally based on local demand. In recent years London Councils have seen HRA resources being redirected to other regions. Barking & Dagenham continue to lose out from the redirection of resources and in 2008/09 will see £17.0m (£14.1m in 2007/08) of their tenants rental income redirected to other Councils through the subsidy system.

2.3.2 Barking & Dagenham is one of the most deprived areas in the country so the payment of subsidy to the DCLG places the Councils HRA under increasing pressure each year to deliver a balanced budget whilst providing quality services to tenants. The council has made representations to the DCLG regularly about the level of subsidy paid by Barking & Dagenham tenants, which equates to £16.78 per week per tenant.

2.3.3 In 2008/09 the payment to the DCLG will increase from £14.1m to £17.0m representing a 20.6% increase (Appendix D). Assuming the trend to redirect resources continues in future years it is reasonable to expect annual increases in payments to the DCLG to be of similar increases over the coming years.

2.4 Management & Maintenance Allowances

2.4.1 In recent years the determination to Barking & Dagenham has not been generous and this pattern has continued into 2008/09. The management allowance per dwelling will increase by 3.7% to £14.0m whilst there will be no increase in the maintenance allowance per dwelling at £25.9m. After adjusting for stock sales the management and maintenance allowance will reduce in total by £140,000 (0.3%).

2.4.2 Guideline Rent

2.4.3 The guideline rent is the DCLG's assumption of the level of tenant rent income the council can be expected to generate. In 2008/09 the guideline rent per dwelling increased by 5.4% to £68.8m. After adjusting for stock sales this represented an increase of £2.5m that Barking & Dagenham will contribute to DCLG's redirected resources.

2.5 Major Repairs Allowance

2.5.1 The Council receives the Major Repairs Allowance (MRA) from the DCLG through housing subsidy. This allowance is then transferred from the HRA to the Major Repairs Reserve (MRR).

2.5.2 When the DCLG introduced Decent Homes the MRA was introduced into the housing subsidy calculation. This amount (£12.9m in 2008/09) is transferred automatically into the MRR to assist in financing the Decent Homes programme. In order to programme the delivery of the Decent Homes programme, councils are allowed to maintain the MRA in the MRR until the funding is required. The MRR had an opening balance of £5.0m in 2007/08 and is projected to be £205,000 at the end of 2008/09. Appendix C summarises the MRR.

2.6 Context

2.6.1 The net impact of the 2008/09 subsidy determination is a £2.9m increase in the amount the HRA will need to contribute to the DCLG. Thus the annual rent increase will generate £4.3m additional income. Consequently, the HRA is £1.4m better off than in 2007/08. However the HRA will have to pay an additional £1.2m to cover the increase cost of rent rebate subsidy limitation. Consequently the net impact of increasing rents in line with Government guidelines, the outcome of subsidy determination and rent rebates limitation is additional income of just £200,000.

2.7 Rent Rebate Subsidy Limitation

2.7.1 When a tenant is eligible for housing benefit the council will make the housing benefit payment to their rent account. The council will then recover the cost of this payment from the Department from Works and Pensions (DWP).

2.7.2 The amount of housing benefit paid by the council is assessed against the guideline rent calculated in the Rent Restructuring framework. The DWP will only refund the total amount of housing benefit equivalent to the guideline rent. Any amount not refunded by the DWP falls onto the HRA to fund. In 2008/09 the charge to the HRA will increase from £3.5m to £4.6m

3 Depooling of Tenant Service Charges

3.1 The Rent Restructuring framework aimed to deliver transparent social housing rents. The framework also proposed that Councils de-pool tenant service charges. This proposal offered transparency to tenants who would be able to itemise the services they receive whilst developing a secondary source of income for the HRA.

3.2 In 2006/07 the council's de-pooled tenant service charges for caretaking, amenity green services and CCTV & security. In introducing these charges the Council recognised the impact on tenants and decided to implement a phased charging policy. 2008/09 represents the third year of this phased approach and a 10% flat rate increase across all charges is recommended. This means that charges are still below the actual cost of the service provided.

3.3 The introduction of increased tenant service charges is incorporated into the rent restructuring framework. This means that tenants will continue to receive protection from significant increases and where necessary their rent will be 'capped' if the increase including service charges exceeds RPI 3.9% + ½% +£2.

3.4 Any separate charge for specific services will only be considered if it will be eligible for Housing Benefit.

4 Housing Revenue Account 2008/09

4.1 The proposed HRA 2008/09 (Appendix A) has been prepared in accordance with established accounting practices and in accordance with Government legislation on managing the HRA.

4.1.1 The proposed HRA budget for 2008/09 shows an in year deficit of £255,000. The deficit of £255,000 is a one off revenue contribution to support the delivery of the Housing Modernisation Programme.

4.1.2 The proposed budget has been calculated in accordance with Executive policy of increasing salaries by 2.475% in line with the local pay award. Tenant rents and service charges have been calculated in accordance with the Governments Rent Restructuring framework.

4.1.3 Income charges have been increased in accordance with the recommendations set out in this report. These include:

- Tenant service charges have been increased by 10%;
- Communal heating charges have been increased by 32.3%;
- Traditional garage rent charges have been increased by 10%.

4.2 HRA Income

4.2.1 Dwelling rents have been calculated in accordance with the Rent Restructuring framework (see paragraph 2.1) and will generate rental income of £73.3m, which represents an increase of £4.3m (6.2%) from 2007/08.

4.2.2 The depooling of the service charges will continue to be phased in over a number of years and 2008/09 will represent year 3 of this phased approach. All tenant service charges will increase by 10% in 2008/09 and this will generate additional income of £215,000.

4.3 Expenditure

4.3.1 The supervision and management budget for 2008/09 has increased by £50,000 (0.2%) to £25.2m compared to £25.1m in 2007/08. This is due to the cost of salary inflation (£196,000), increases in recharges (£237,000), new management initiatives (£100,000) offset by the introduction of a 5% vacancy factor (£447,000) and general efficiency savings (£36,000).

4.3.2 The repairs and maintenance budget has reduced by £123,000 from £21.9m in 2007/08 to £21.8m in 2008/09; this is mainly due to efficiency savings on

responsive repairs to reflect the reducing stock portfolio through RTB sales and demolitions.

4.3.3 Rents, rates, taxes and other charges have reduced by £615,000 from £994,000 to £379,000. This reflects the realignment of budgets between this area and repairs and maintenance. The realigned budget covers insurance budgets were the council self insures against minor property repairs.

4.3.4 Corporate and Democratic Core cost of £776,000 was charged to the HRA in 2007/08 and £792,000 has been estimated for 2008/09. This should increase the council's corporate capacity to enable the HRA to deliver improved quality services that benefit council tenants.

4.3.5 The 2008/09 Housing Subsidy Determination from the Department of Communities and Local Government (DCLG) has determined that the HRA will contribute £17.0m to the national notional HRA. This represents an increase of £2.9m from 2007/08. Further detailed analysis is covered in paragraph 2.2.

4.3.6 The depreciation and impairment of HRA fixed assets has decreased by £2.7m to £19.9m in 2008/09. This represents a move in accounting treatment where a reduction in the amount transferred from the Major Repairs Reserve of £2.5m offsets the lower depreciation charge. The net balance (£2.7m to £2.5m) is made up by a reduction in income from subsidy for the MRA.

4.3.7 Depreciation on other non dwelling assets has reduced from £100,700 to £51,800 in 2008/09. This is due to the accounting treatment of fixed asset depreciation.

4.4 Working Balance

4.5 Appendix B details the resources available to the HRA. This includes the working balance plus earmarked reserves.

4.6 In 2006/07 earmarked reserves of £580,000 were set aside to protect the HRA from difficult future Housing Subsidy determinations. The HRA has now absorbed the impact of poor recent determinations and so this reserve has been transferred back into the HRA working balance.

4.7 In 2007/08 rent income exceeded the budget by £1.32m due to a 53rd week falling into 2007/08. In accordance with correct accounting practices this additional income will be set aside as an earmarked reserve. Over the period 2008-2012 this earmarked reserve will be released into the HRA on an annual basis by £220,000 per annum.

5 Impact on Tenants

5.1 The proposed average rent increase to tenants of £4.32 (6.2%) continues the progression towards rent convergence as stipulated in the Rent Restructuring framework. The table below summarises the impact on an average tenant rent account based on the DCLG's increase of RPI 3.9% +1/2% + the movement towards rent convergence in 2011/12. The calculation of all individual tenant rents

is in line with the guidance and where appropriate those tenants with large increases have been protected through 'caps and limits'.

Description	Amount
Average Increase based on RPI set by DCLG at 3.9%	£2.72
Average Increase based on Additional ½% as per DCLG	£0.36
Amount towards rent convergence including impact of transitional protection to tenants.	£1.24
Average Rent Increase Required	**£4.32**

5.2 Based on the above increase, less than 6,000 properties will have rent increases below £4 per week and approximately 13,600 properties will have increases in excess of £4. The maximum increase will be £5.68.

5.3 The Government is also proposing converging Local Authority and Registered Social Landlord) RSL rents by 2012. As RSL rents are currently higher than Local Authority rents, their annual increases have been capped to RPI + ½%. However, as DCLG cannot influence RSL rents in the same way as Local Authority rents, the changes in the three year review will help to ensure convergence will be achieved. It will however mean higher rents for Local Authority tenants.

5.4 Barking & Dagenham has always had the lowest or second lowest rents in Outer London. Under the new rent restructuring proposals, this is unlikely to change as the only variable in the new rent setting formula is the property value. Although Barking & Dagenham has seen significant increases in property values over the last few years, the property prices are fixed at January 2000 prices.

6 Garage Rents

6.1 The traditional garage charges in 2007/08 are £9.23 per week. The report recommends that these charges need to be increased by 10% to £10.15.

7 Heating Charges

7.1 In recent years the cost of providing centralised heating to tenants has increased significantly due to the continuing increases in the cost of gas and electricity. In order to ensure that the full cost to the HRA for providing a landlord heating service is recovered it is recommended that charges to tenants are increased by 32.30% in 2008/09.

8 Housing Futures Programme

8.1 The Housing Futures Programme will deliver the Decent Homes Standard to tenants in line with the Government agenda financed through capital resources. There are no proposals in 2008/09 for the HRA to contribute to the delivery of the Housing Futures Programme.

8.2 While the HRA may not contribute financially to the Housing Futures Programme in 2008/09 it should be noted that the health of the HRA is tied in to delivering Decent Homes. Delays in achieving Decent Homes in line with the Housing Futures

Programme could have a financial impact on the HRA through additional revenue costs on repairs & maintenance and possible legal costs defending actions from tenants.

9 Consultation Process

9.1 The following were consulted in the preparation of this report:

- Councillor Liam Smith, Lead Member for Housing;
- David Woods, Corporate Director of Customer Services;
- Joe Chesterton, Divisional Director of Corporate Finance
- Ken Jones, Head of Service Housing Strategy;
- Paul Field, Principal Corporate Solicitor;
- David Robins, Group Manager Procurement & Efficiency;
- Thomas Oyetunde, Group Manager - Sheltered Housing and Housing Support;
- Tenant Rent Focus Group.

9.2 Background Papers Used in the Preparation of the Report

- Business Plan for the Future Housing Service;
- DCLG 2006/07 and 2007/08 Subsidy Determinations;
- ODPM Consultation Papers on Resource Accounting and Rent Convergence;
- ODPM Consultation Paper on the three year review of Rent Restructuring;
- Local Government Act 2003.

APPENDIX A

HOUSING REVENUE ACCOUNT ESTIMATES 2008/09

DESCRIPTION	BUDGET 2007/08	ESTIMATE 2008/09	CHANGE
	£'000	£'000	£'000
INCOME			
Dwelling Rents	(69,047)	(73,317)	(4,270)
Non Dwelling Rents	(2,438)	(2,594)	(156)
Charges for Service & Facilities	(5,170)	(5,171)	(1)
Conts. Towards Expenditure	(1,346)	0	1,346
TOTAL INCOME	**(78,001)**	**(81,082)**	**(3,081)**
EXPENDITURE			
Supervision & Management	25,128	25,178	50
Repairs & Maintenance	21,877	21,754	(123)
Rents, Rates Taxes and Other Charges	994	379	(615)
HRA Services Share of Corporate & Democratic Core	776	792	16
Negative HRA Subsidy Payable	14,125	17,046	2,921
Housing Benefit Limitation	3,449	4,612	1,163
Depreciation and Impairment of Fixed Assets:			
- HRA Dwellings	22,658	19,911	(2,747)
- Other Non - HRA Dwellings	101	52	(49)
Transfer to/from Major Repairs Reserve	(9,444)	(6,982)	2,462
TOTAL EXPENDITURE	**79,664**	**82,742**	**3,078**
NET COST OF SERVICES	**1,663**	**1,660**	**(3)**
Capital Expenditure Funded by the HRA	0	255	255
Interest and Investment Income	(1,354)	(1,660)	(306)
HRA (Surplus) / Deficit Balance	**309**	**255**	**(54)**

APPENDIX B

HRA: WORKING BALANCE 2007/09

DECSRIPTION		£'000
Closing Balance 31st March 2007		1,665
Earmarked Reserves: Housing Subsidy		580
HRA Resources Available 31st March 2007		2,245
Opening Balance 1st April 2007		1,665
Transfer from Earmarked Reserves: Housing Subsidy		580
Resources Avaiable 1st April 2007		2,245
Projected Surplus 2007/08	574	
Less Earmarked Reserves: Dwelling Rents	(1,100)	
		(526)
Estimated Deficit 2008/09		(255)
HRA Working Balance 31st March 2009		1,464
Available HRA Resources		
HRA Working Balance 31st March 2009		1,464
Earmarked Reserves: Dwelling Rents		1,100
HRA Resources Available 31st March 2009		2,564

APPENDIX C

MAJOR REPAIRS RESERVE

DECSRIPTION		£'000
Opening Balance 1st April 2007		4,955
Major Repairs Allowance 2007/08	13,214	
Expenditure on Decent Homes	(16,692)	
		(3,478)
Opening Balance 1st April 2008		1,477
Major Repairs Allowance 2007/08	12,929	
Expenditure on Decent Homes	(14,201)	
		(1,272)
Closing Balance 31st March 2009		**205**

APPENDIX D

HOUSING SUBSIDY 2007/08 & 2008/09

	2007/08	2008/09	Change
	£m	£m	£m
Management Allowance	13.7	14.0	0.3
Maintenance Allowance	26.3	25.9	(0.4)
Major Repairs Allowance	13.2	12.9	(0.3)
Rental Constraint Allowance	0.0	0.2	0.2
Guideline Rent	(66.3)	(68.8)	(2.5)
Interest on Receipts	(1.0)	(1.2)	(0.2)
Housing Subsidy Payable to DCLG	**(14.1)**	**(17.0)**	**(2.9)**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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