

# DRAFT WEST LONDON WASTE PLAN: PROPOSED SUBMISSION STAGE

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning and Transportation and Recycling
<b>Officer Contact</b>	Jales Tippell – Planning, Environment, Education and Community Services
<b>Papers with report</b>	Appendix 1 - Summary Report of Consultations - West London Waste Plan: Proposed Sites and Policies Consultation Document Appendix 2 - Proposed Submission Draft of the West London Waste Plan ( <b>APPENDICES CIRCULATED SEPERATELY</b> )

## 1. HEADLINE INFORMATION

<b>Summary</b>	This report presents the results of the consultation held in February and March 2011 on the West London Waste Plan Proposed Sites and Policies Consultation Document and seeks approval to proceed with publishing the next Proposed Submission Draft version of the Plan for consultation.
<b>Contribution to our plans and strategies</b>	The West London Waste Plan forms part of Hillingdon's Local Development Framework (LDF) and those LDFs of the other five West London Waste Authority partner boroughs.
<b>Financial Cost</b>	Hillingdon's share of the cost of preparing and taking the West London Waste Plan Proposed Submission Draft forward for the next consultation stage can be met from existing revenue budgets for 2011/12.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services
<b>Ward(s) affected</b>	All

## 2. RECOMMENDATION

That Cabinet:-

1. **Notes the responses received to the consultations held during February and March 2011 on the West London Waste Plan: Proposed Sites and Policies Consultation Document, as detailed in the Summary Report of Consultations (attached at Appendix 1).**
2. **Notes that various sites have been deleted from the Proposed Submission draft of the West London Waste Plan (attached at Appendix 2). In Hillingdon these were:**
  - **Tavistock Road Coal Depot, West Drayton**
  - **Silverdale Road Industrial area, Hayes**

3. **Approves the Proposed Submission Draft of the West London Waste Plan for public consultation.**
4. **Grants delegated authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to agree, in conjunction with the Cabinet Member for Planning, Transportation and Recycling, to the Sustainability Appraisal and Equalities Impact Assessment; and to make any minor editing and textual changes to the Proposed Submission Draft of the West London Waste Plan before it is formally published.**
5. **Approves the Proposed Submission Draft of the West London Waste Plan as a material consideration for the purposes of development management.**
6. **Instructs officers to carry out a minimum six-week public consultation on the Proposed Submission Draft of the West London Waste Plan and the Sustainability Appraisal in compliance with the adopted Statement of Community Involvement, and for officers to report back to a future meeting of Cabinet the outcome of public consultation and recommendations for changes to the Plan prior to its submission for formal examination to the Department for Communities and Local Government.**

### **3. INFORMATION**

#### **Reasons for recommendation**

These recommendations are sought to enable the Council to make meaningful progress on the West London Waste Plan (WLWP) in order to meet targets set out in the London Plan 2011, and Planning Policy Statements 10 and 12.

The WLWP will in due course provide an up-to-date policy framework to assess planning applications for waste management facilities across the six West London boroughs: Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond upon Thames. Planning applications for waste management facilities will also be assessed by each borough against their individual Local Development Frameworks, including local development management policies and any other material considerations.

#### **Alternative Options / Risk Management**

If the Cabinet chooses not to approve the next stage of the West London Waste Plan for further consultation this will delay adoption of the final Plan and impede progress on the LDFs of the six west London boroughs. It would also affect their ability to determine planning applications for waste facilities in their areas using the latest policy framework and supporting specialist evidence on waste issues.

#### **Comments of Policy Overview Committee(s)**

None at this stage.

## Supporting Information

### The West London Waste Plan - Background

1. The purpose of the WLWP is to set out a planning strategy to 2026 for sustainable waste management, deliver national and regional targets for waste recycling, composting and recovery and provide sufficient waste management capacity to manage waste arisings across the six west London boroughs. Planning applications for any new waste management facilities will be considered in the light of the WLWP policies, and they will also be assessed by the relevant council against the individual borough's Local Development Framework, including its local development management policies and any other material considerations.
2. The drafting of the WLWP has taken into account relevant planning legislation, national planning policy statements; on-going advice from the Greater London Authority and the Planning Inspectorate; and also from lessons learnt from professional planning bodies and agencies. The previous key consultation stages in the drafting of the WLWP comprised:
  - Issues and Options (February 2009)
  - Proposed Sites and Policies (February 2011)

### 2011 Consultation on the West London Waste Plan: Proposed Sites and Policies Consultation Document

3. At its meeting on 18<sup>th</sup> November 2010, the Cabinet agreed to approve publication of the WLWP Proposed Sites and Policies Consultation Document for public consultation and requested that the results of the consultation be reported to a future meeting.
4. The detailed arrangements made in Hillingdon to involve the public and key stakeholders in consultations on this stage of the WLWP followed the approach set out in the Council's Statement of Community Involvement (SCI) adopted in November 2006. The SCI sets out a minimum of six weeks for public consultations for each of the stages in the plan-making process. Consultations on the WLWP were carried out over a six-week period between 9<sup>th</sup> February and 25<sup>th</sup> March, 2011.
5. During this period:
  - Press notices were published in the Hillingdon Leader, Gazette series (all Hillingdon editions) and in the London Gazette on the 9<sup>th</sup> February.
  - Consultation documents were available for viewing and comment at all borough public libraries, the Hayes One Stop Shop, and the Planning Information Services section at the Uxbridge Civic Centre.
  - Public information displays were exhibited at the Uxbridge Library and at Planning Information Services, Civic Centre, Uxbridge.
  - Information drop in sessions were held at Ruislip Manor, Uxbridge and Botwell Libraries.
  - An article was placed in Hillingdon People in the January 2011 edition.
  - The consultation was also advertised on the WLWP Website from 9<sup>th</sup> February.
6. A number of local events and meetings were also attended by officers to raise awareness and encourage discussion about the draft WLWP. These included the:
  - Youth Council (10 January)
  - West Drayton Town Partnership (12 January)
  - Hillingdon Motorists Forum (12 January)

- Older Peoples Steering Group exhibition stand set up (12 January)
- Cleaner Greener Group (25 January)
- Hayes Town Partnership (7 February)
- Local Strategic Partnership - Executive Meeting (8 February)
- Older Peoples Assembly (14 February)
- Hillingdon Force - Older Persons Assembly Steering Group (18 February)
- Hillingdon Age UK (24 February)
- Yiewsley & West Drayton Partnership (2 March)
- Hillingdon Interfaith Network, Hillingdon Connecting Communities, Hillingdon Muslim Council (2 March)
- Access and Mobility Forum (7 March)
- Uxbridge Initiative Transport & Environment Meeting (9 March)
- Hayes Partnership (14 March)

7. Approximately 3,000 letters and emails were sent to various groups and individuals, inviting comments on the consultation documents. The letters included a brief summary about the draft WLWP, where to view it and how to provide comments. Relevant groups were also provided with a copy of the draft Plan on a CD Rom. Responses were invited on-line, by email, by completing a Consultation Response Form, by letter or fax.

8. All elected Members and local MPs were posted a letter explaining the consultation process and an invitation to a drop-in session, with a hard copy of the draft Plan delivered to the Group offices, with additional hard copies delivered upon request. A letter, copy of the draft WLWP and CD-Rom was sent to all statutory consultees. Residents Associations were sent a letter and CD-Rom.

9. Letters were also sent to 50 randomly selected residents per ward from the electoral register and to 197 randomly selected businesses from the 2008 Hillingdon Business Directory.

10. Two evening drop-in information sessions for Council Members were held at the Civic Centre on 16<sup>th</sup> February and 1<sup>st</sup> March 2011.

#### The West London Waste Plan: Proposed Sites and Policies Consultation Document – Consultation Results

11. A total of 374 responses were received from organisations and individuals on the various chapters, policies and proposals. A summary report on the responses received is attached at Appendix 1. The main areas of concern which arose are summarised below.

12. The overwhelming focus of the consultation responses was on the 24 sites proposed for potential waste management use. The main objections were to the Tavistock Road former Coal Depot at West Drayton in Hillingdon (site number 241 in Hillingdon) and to a set of proposed sites at Park Royal in Brent and Ealing. In addition to individual responses, three petitions were submitted regarding the proposals at Tavistock Road (two petitions with 2,201 and 36 signatures) and at Park Royal (a petition with 193 signatures).

13. To summarise the main concerns raised:

- Former Coal Depot, Tavistock Road, West Drayton - this proposed new site received the most objections (67) of any single proposal. In addition a petition with 2,201 signatures was submitted against including the site in the WLWP. The main concerns raised by the petitioners were the location of the site close to three residential estates and its likely

environmental impact on local residents; and the likely impact of traffic congestion which would result from a major waste facility being sited there. There were also specific criticisms of the site assessment scoring system used by the consultants, particularly, that the weighting given to proximity to residential areas had not been consistently applied.

- Park Royal Sites (existing site numbers 352 and 328 and proposed new sites numbers 386,129,186, 187,183,182,191) - one third of total responses to the draft WLWP opposed the sites proposed at Park Royal. Many of these expressed local residents' concerns at the designation of several sites for waste use in such close proximity. A 193-signature petition was received on this issue. The main concerns raised by the petitioners were the unfairness of locating so many sites in the area; the cumulative impact of new sites when added to existing waste and industrial facilities; proximity to housing; increased traffic; air pollution and the health impacts of pollution. A number of submissions addressed the site assessment procedure, suggesting that the weighting on transport accessibility resulted in the impacts on local residents not being properly considered. It was also suggested that existing air quality and the cumulative impacts of more than one site should be included in the site assessment.

14. Two petitions relating to the site at Tavistock Road, West Drayton were heard by the Cabinet Member for Planning, Transportation and Recycling on 13<sup>th</sup> July 2011. The larger petition with 2,201 signatures was in objection to the inclusion of the site in the WLWP. The smaller petition with 36 signatures was an objection to the proposal by a waste company to locate a recycling plant there. The Cabinet Member agreed to instruct officers to review the inclusion of the Tavistock Road site in the next stage of the Draft WLWP.

15. The Consultation Document included four proposed policies which would be used to determine future planning applications for proposed new sites. To summarise the response to these:

- Policy 1: Location of Waste Development – a key concern with this policy was that sites should not be located close to residential communities. Other concerns were the fact that the Plan is technology neutral and there were requests from the waste sector for greater flexibility in the Plan to make clear that new sites could be considered in the future. The draft Plan seeks to safeguard residents' amenity through its policies - together with detailed development management policies in boroughs' individual Local Development Frameworks.
- Policy 2: Ensuring High Quality Development - key suggestions here were that the sustainable transport requirements should be strengthened; there should be greater protection for local residents taking account of their views on proposals, particularly regarding the cumulative impacts of a number of sites; and ensuring effective monitoring. Officers consider that the draft policies in the Plan sufficiently cover the transport implications of individual waste proposals. Residents' views on individual proposals will be taken into account by individual boroughs, in accordance with their own Statements of Community Involvement. Monitoring will continue through boroughs' Annual Monitoring Reports.
- Policy 3: Decentralised Energy - while there was considerable support for this policy a number of concerns were expressed about the impacts of particular technologies on local communities, and the potential negative impact on recycling rates if more waste went to energy generation. The environmental aspects of proposed developments will be taken into account through the planning application process in each borough.

- Policy 4: Sustainable Site Waste Management - a third of those commenting on this policy considered that the proposal that at least 10% of materials / products used in the construction of new waste developments should come from reused or recycled materials was too low. There is no defined level of materials' use in new developments. It will be for boroughs to determine the viability of requesting this level of recycled materials' use when planning applications are submitted.

### The Proposed Submission Draft of the WLWP

16. The Proposed Submission draft of the WLWP has been amended to take into account the consultation responses, the findings of a detailed Site Delivery Assessment carried out by the consultants, a Sustainability Appraisal and an Equalities Impact Assessment which have also been prepared in support of the draft WLWP. Two detailed schedules, comprising all comments received on the sites included in the draft Plan and all comments received on other matters (the proposed approach to waste management in the draft Plan, the individual proposed policies, monitoring and other aspects and the Sustainability Appraisal) are included as background papers to this report and will form part of the background evidence base. The main changes to the draft Plan are set out below.

#### a) Land take requirement for the WLWP

17. The consultation draft plan stated that West London needed to identify a maximum of 56 ha of land for waste management facilities to ensure that the 2008 London Plan apportionment is met. The revised plan (at Table 3-4) now includes a maximum of 22.4 ha to ensure that the 2011 London Plan apportionment is met. The reduction in the land take requirement is largely because the 2008 London Plan included very high and unrealistic projections for municipal solid waste and commercial and industrial waste arisings.

#### b) Existing sites

18. The consultation draft plan included 10 existing sites totalling 16.19 hectares. The revised plan now includes 8 sites totalling 19.39 hectares, namely:

- Twyford Waste Transfer Station in Brent
- Veolia Transfer Station, Marsh Road in Brent
- Greenford Reuse and recycling site, Greenford in Ealing
- Greenford Depot, Greenford Road in Ealing
- Quattro, Victoria Road, Park Royal in Ealing
- Victoria Road Transfer Station in Hillingdon
- Transport Avenue Waste Transfer Station in Hounslow
- Twickenham depot in Richmond

19. The two sites which have been deleted are Rigby Lane Waste Transfer Station in Hayes, Hillingdon and the Townmead Reuse and Recycling Site at Mortlake Road, Kew, Richmond. The increase in the total from 16.19 ha to 19.39ha is largely due to a recalculation of the site area at the Twickenham Depot.

#### c) Proposed sites

20. The consultation draft plan included 14 new sites totalling 50.42 hectares. This draft plan was prepared with the intention of including a sufficient number of sites in order to allow a

meaningful consultation to take place. The revised plan now includes 3 sites totalling 9.15 hectares, namely:

- Council Depot at Forward Drive in Harrow
- Yeading Brook, Bulls Bridge in Hillingdon
- Western International Market in Hounslow

21. It should be noted that the following sites have been deleted from the Proposed Submission draft of the WLWP:

- Tavistock Road Coal Depot, West Drayton, Hillingdon
- Silverdale Road Industrial area, Hayes, Hillingdon
- Abbey Road, Park Royal, Brent
- Rail sidings, Premier Park Road, Park Royal, Brent
- Alperton Lane Industrial area, Marsh Road, Alperton, Brent
- Hannah Close/Great Central Way, Wembley, Brent
- Three Park Royal sites (2, 8 and 9).
- Park Royal site 1 in Ealing
- Atlas Road site at Park Royal in Ealing

22. As stated in paragraph 17 above, the land take requirement is a maximum of 22.4 ha to ensure that the 2011 London Plan apportionment is met. An additional amount of land is required in the WLWP to ensure some flexibility in the event that sites do not come forward. From the details given above, it is apparent that the Proposed Submission draft of the WLWP includes 8 existing sites totalling 19.39 hectares and 3 new sites totalling 9.15 hectares, which amount to a total of 28.54 hectares. The Proposed Submission draft of the WLWP therefore now includes sufficient land for waste management facilities to ensure that the 2011 London Plan apportionment is met.

d) The WLWP policies

23. In order to be in conformity with the London Plan adopted in July 2011, a further policy has been introduced. This makes clear that existing and proposed waste management and transfer sites in west London will be safeguarded for waste use. Development for non-waste uses will not be considered unless compensatory and equal provision of sites for waste, in scale and quality, is made elsewhere within the west London boroughs.

24. The wording of policy on the location of waste development has been amended in order to strengthen the requirement to ensure that there is no loss in existing capacity at existing or allocated waste sites.

25. The wording of the policy on ensuring high quality development has been amended with several new additions to protect the amenities of the area; to incorporate sustainable urban drainage systems; to ensure no increased flood risk in the area; to protect heritage assets such as conservation areas and listed buildings; and to ensure that adjacent development proposals do not prejudice the use of sites allocated for waste purposes.

26. The policy on decentralised energy remains unchanged and the policy on sustainable site waste management has been strengthened to ensure that construction plans are comprehensive and capable of being delivered.

e) Volumes of different types of waste

27. A substantial amount of information has been added at Section 3.2 in order to explain the volumes of different waste flows, in order to meet the requirements of central Government planning guidance.

28. The Sustainability Appraisal is being updated and an Equalities Impact Assessment has also been undertaken for the proposed policies and both will be published as part of the Proposed Submission consultation documents.

### Next Steps

29. The remaining timetable for the preparation of the WLWP will involve:

- a) A six-week public consultation on the Proposed Submission version of the WLWP will be held across the six boroughs during February and March 2012.
- b) The consultation responses will then be assessed and any further evidence base research undertaken before officers report back to the Cabinet and full Council on the Proposed Submission stage consultation and seek Members' approval to submit the draft WLWP with any further proposed changes to the Secretary of State for formal examination.

30. Officers then anticipate that an Examination in Public will be held during the autumn of 2012 and that the WLWP should be adopted by the six boroughs as part of their respective Local Development Frameworks in early 2013.

### **Financial Implications**

31. Hillingdon is the lead borough for the preparation of the joint West London Waste Plan on behalf of the six west London boroughs covered by the plan. Hillingdon incurs the costs of managing and co-ordinating the development plan process, and undertaking necessary consultation across the west London area. These costs are shared equally between the six partner boroughs, and Hillingdon's share of the cost of undertaking the next public consultation stage on the draft WLWP will be met from the existing planning budget.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The WLWP will form part of the Local Development Frameworks of the six partner boroughs and will provide a planning framework for sustainable waste development for the next 15 years. Planning applications for any new waste management facilities will be considered in the light of the WLWP policies, and they will also be assessed by the relevant council against the individual borough's Local Development Framework, including its local development management policies and any other material considerations. The WLWP therefore has the potential to have a significant impact, both short term and long term, upon residents, businesses, service users and potentially all members of Hillingdon's communities.

### **Consultation Carried Out or Required**

The preparation of the WLWP has involved the close and active involvement of the west London borough partners and involved widespread consultation across the six partner boroughs. As outlined above, further consultations are to be held on a Proposed Submission draft of the Plan across the six boroughs during early 2012.



## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that Hillingdon's share of the cost of taking the draft West London Waste Plan to the next consultation stage will be met from existing 2011/12 revenue budgets.

### **Legal**

Section 15 of the Planning & Compulsory Purchase Act 2004 places a statutory duty on the Council to prepare and maintain a Local Development Scheme ("the Scheme"). The Scheme will specify those documents that are Development Plan Documents. Regulation 7(c) of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended) states that any document which includes a site allocation policy (such as the draft West London Waste Plan) will be a Development Plan Document. Section 28(1) of the Planning and Compulsory Purchase Act 2008 states that two or more local planning authorities may agree to prepare one or more joint local development documents.

When preparing the draft West London Waste Plan, the Local Planning Authority must comply with the consultation requirements found both in the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended) and PPS 12 (Local Spatial Planning) which sets out government policy on Local Development Frameworks. This includes the duty to consult with the specific and general consultation bodies, the requirement to place an advertisement in the newspaper and the general duty to comply with the Council's Statement of Community Involvement. In particular, Regulation 27 of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended) states that local authority must carry out a 6 week consultation on a development plan document before it is submitted to the Secretary of State. Any representations received must be fully considered by the decision maker, including those which do not accord with the proposals.

## **6. BACKGROUND PAPERS**

- Cabinet Report on 18<sup>th</sup> November 2010 - Draft West London Waste Plan: Proposed Sites and Policies Consultation Document
- West London Waste Plan Proposed Sites and Policies Consultation: Consultation Responses on Sites – CAG Consultants, July 2011
- West London Waste Plan Proposed Sites and Policies Consultation: Consultation Responses Excluding Sites - CAG Consultants, July 2011