



## NOTICE OF MEETING

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# Cabinet

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TUESDAY, 8TH FEBRUARY, 2011 at 19:30 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Kober (Chair), Reith (Vice Chair), Bevan, Canver, Dogus, Goldberg, Mallett and Vanier.

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### AGENDA

1. **APOLOGIES FOR ABSENCE** (if any)
2. **URGENT BUSINESS**

The Chair will consider the admission of any late items of urgent business. (Late items will be considered under the agenda item where they appear. New items will be dealt with at item 18 below. New items of exempt business will be dealt with at item 20 below).

3. **DECLARATIONS OF INTEREST**

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the member's judgment of the public interest **and** if this interest affects their financial position or the financial position of a person or body as described in paragraph 8 of the Code of Conduct **and/or** if it relates to the determining of any approval, consent, licence, permission or registration in relation to them or any person or body described in paragraph 8 of the Code of Conduct.

**4. MINUTES**

To confirm and sign the minutes of the meeting of the Cabinet held on 25 January 2011.

**5. DEPUTATIONS/PETITIONS/QUESTIONS**

To consider any requests received in accordance with Standing Orders.

**6. MATTERS, IF ANY, REFERRED BY THE OVERVIEW AND SCRUTINY COMMITTEE**

**7. THE COUNCIL'S PERFORMANCE (PERIOD 9) - DECEMBER 2010**

(Joint Report of the Chief Executive and the Director of Corporate Resources – To be introduced by the Leader and the Cabinet Member for Finance and Sustainability): To report on an exception basis financial and performance for the year to December 2010 and to agree the budget virements in accordance with financial regulations.

**8. SHAPING OUR FUTURE - CONSULTATION EXERCISE**

(Report of the Assistant Chief Executive (People and Organisational Development) - To be introduced by the Cabinet Member for Finance and Sustainability): To report for information back to the Cabinet the headline issues arising from a public consultation on the Council's budget. **To follow**

**9. MEDIUM TERM FINANCIAL PLANNING 2011/12 - 2013/14**

(Report of the Director of Corporate Resources – To be introduced by the Cabinet Member for Finance and Sustainability): To consider and agree the proposed budget package for 2011/12 and later years and the Council Tax for 2011/12. **To follow**

**10. CARBON REDUCTION PROGRAMME - INVESTMENT STRATEGY**

(Report of the Director of Corporate Resources – To be introduced by the Cabinet Member for Finance and Sustainability): To provide an update on the progress to date in achieving the Council’s carbon dioxide reduction target of 40% from corporate buildings by 2015 and outline the next stage of the investment strategy required to support the carbon reduction programme; to recommend the optimum level of investment over the next three years as part of the Council’s Medium Term Financial Plan.

#### **11. SPORTS AND LEISURE - STRATEGIC DIRECTION**

(Report of the Director of Adult, Culture and Community Services – To be introduced by the Cabinet Member for Adult and Community Services): To review current arrangements for the funding and provision of sports and leisure services in the borough; to consider the range of options for future service provision and delivery and decide the way forward; and to outline the reduction in the budget, as a result of these proposals.

#### **12. CHILDCARE IN HARINGEY**

(Report of the Director of the Children and Young People’s Service – To be introduced by the Cabinet Member for Children’s Services): To provide an overview of current and anticipated issues and challenges for the provision of high quality, sustainable childcare in Haringey. **To follow**

#### **13. THE SUSTAINABILITY OF CHILDREN’S CENTRES IN HARINGEY**

(Report of the Director of the Children and Young People’s Service – To be introduced by the Cabinet Member for Children’s Services): To highlight issues relating to the longer term sustainability of Children’s Centre provision in Haringey and to outline options for the delivery of Children’s Centres and Children’s Centre services from April 2011. **To follow**

#### **14. SHARED ECONOMIC DEVELOPMENT SERVICE (HARINGEY AND WALTHAM FOREST)**

(Report of the Director of Urban Environment – To be introduced by the Cabinet Member for Neighbourhoods): To set out an initial outline business case and model for a Shared Economic Development Service between Haringey and Waltham Forest and to seek approval to this initial plan and to the continuation of work in establishing such a service.

#### **15. REVIEW OF THE COUNCIL’S AIR QUALITY ACTION PLAN**

(Report of the Director of Urban Environment – To be introduced by the Cabinet Member for Neighbourhoods): To seek approval to an update of the Council's Air Quality Action Plan.

Note by the Head of Local Democracy

In the interests of economy the Appendices to this report has not been printed with this agenda but can be viewed on the Council's web site. Copies have also been placed in the Members' Room at the Civic Centre and in the political group offices at River Park House. A public inspection copy is available on application to the Cabinet Committees Manager (Committee Clerk).

**16. NORTH LONDON WASTE PLAN - SUBMISSION DRAFT**

(Report of the Director of Urban Environment – To be introduced by the Cabinet Member for Planning and Regeneration): To seek approval to a draft North London Waste Plan for submission to the Secretary of State.

Note by the Head of Local Democracy

In the interests of economy the Appendices to this report has not been printed with this agenda but can be viewed on the Council's web site. Copies have also been placed in the Members' Room at the Civic Centre and in the political group offices at River Park House. A public inspection copy is available on application to the Cabinet Committees Manager (Committee Clerk).

**17. DELEGATED DECISIONS AND SIGNIFICANT ACTIONS**

(Report of the Assistant Chief Executive (People and Organisational Development): To inform the Cabinet of delegated decisions and significant actions taken.

**18. NEW ITEMS OF URGENT BUSINESS**

To consider any items of admitted at item 2 above.

**19. EXCLUSION OF THE PRESS AND PUBLIC**

The following item is likely to be the subject of a motion to exclude the press and public as it contains exempt information.

**20. NEW ITEMS OF EXEMPT URGENT BUSINESS**

To consider any items admitted at 2 above.

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and Member Services  
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31 January 2011.

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**MINUTES OF THE CABINET  
TUESDAY, 25 JANUARY 2011**

Councillors \*Kober (Chair), \*Reith (Vice Chair), \*Bevan, \*Canver, \*Dogus, \*Goldberg, \*Mallett and \*Vanier.

\*Present

Also Present: Councillors Adje, Browne, Bull, Engert, Gorrie, Meehan, Newton and Whyte.

MINUTE NO.	SUBJECT/DECISION	ACTION BY
CAB106.	<p><b>DECLARATIONS OF INTEREST</b> (Agenda Item 3)</p> <p>Councillor Reith in respect of item 15 – Homes for Haringey Re-inspection Final Report.</p>	HLDMS
CAB107.	<p><b>MINUTES</b> (Agenda Item 4)</p> <p><b>RESOLVED:</b></p> <p>That the minutes of the meetings of the Cabinet held on 13 and 21 December 2010 be confirmed and signed.</p>	HLDMS
CAB108.	<p><b>ANNUAL AUDIT AND INSPECTION LETTER</b> (Report of the Director of Corporate Resources - Agenda Item 7)</p> <p><u>Annual Audit and Inspection Letter</u></p> <p>We received a presentation from Mr. Paul Dossett of Grant Thornton (the Council's external auditors) on the Annual Audit and Inspection Letter and we noted that the Letter summarised the key issues arising from the work undertaken by them during their 2009/10 audit. The main two areas of audit work were in respect of the audit of the accounts and the Value for Money conclusion.</p> <p>In terms of the audit of the accounts for 2009/10 we also noted that the Council had received an unqualified opinion from the external auditors. Which had been formally reported to the General Purposes Committee on 23 September 2010 within the statutory deadline.</p> <p>We were informed that .in respect of the Value for Money conclusion, the auditors had concluded that the Council had made proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ending 31 March 2010 and this had been formally reported to the Audit Committee on 2 November 2010. We were also informed that the auditors work on the certification of grant claims and returns was ongoing and that the results of that work would be formally reported to the April 2011 Audit Committee. Mr. Dossett having answered questions put to him by Members, our Chair thanked him for his attendance and his presentation.</p>	

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	<p>We noted that the officer's report outlined how the Council was addressing the key areas for action raised by external audit in the Annual Audit Letter and also noted that it was planned that monitoring of the actions undertaken by the Council would be carried out by the Audit Committee which would be presented with the Letter at its meeting on 3 February.</p> <p><b>RESOLVED</b></p> <p>That the Annual Audit Letter for 2009/10 be received and the Council's response be noted.</p>	
<p><b>CAB109.</b></p>	<p><b>THE COUNCIL'S PERFORMANCE: NOVEMBER 2010 (PERIOD 8)</b> (Joint Report of the Chief Executive and the Director of Corporate Resources - Agenda Item 8)</p> <p>We noted that the report set out on an exception basis financial and performance information for the year to November 2010 and sought approval of budget virements in accordance with financial regulations.</p> <p>Disappointment having been expressed that the proportion of looked after children who had had 3 or more placements was on a rising trend at 17.09% in the 12 months to the end of November 2010 we were advised that this matter had been the subject of discussion at the Corporate Parenting Advisory Committee on 24 January and that further analysis was being conducted in order to understand better the deterioration in performance in this area and the reasons for placement breakdown and that this would tie in with the work being done around sufficiency.</p> <p>In response to a question about the revenue virement of £26,070,000 shown in Table 3 of Appendix 2 we were advised that this was a technical adjustment and that the Director of Corporate Resources would provide Councillor Gorrie with a fuller, written explanation.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That the report and the progress being made against the Council's priorities be noted.</li> <li>2. That approval be granted to the budget changes (virements) set out in Appendix 2 to the interleaved report.</li> <li>3. That, where possible, Directors take the necessary action to bring current year spending to within their approved budgets.</li> </ol>	<p>DCR</p> <p>DCR</p> <p>CEMB</p>
<p><b>CAB110.</b></p>	<p><b>TREASURY MANAGEMENT STRATEGY STATEMENT</b> (Report of the Director of Corporate Resources - Agenda Item 9)</p> <p>We noted that the report presented the proposed Treasury Management Strategy Statement for 2011/12 to 2013/14 prior to its submission to the Council for final approval.</p>	

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	<p>In response to a question about the proposed reform of the Council Housing Subsidy System, we were informed that for the Council this was likely to result in a reduction of debt within the Housing Revenue Account.</p> <p><b>RESOLVED</b></p> <p>That the proposed Treasury Management Strategy Statement for 2011/12 to 2013/14 as set out at Appendix A to the interleaved report be recommended to the Council for approval.</p>	DCR
CAB111.	<p><b>RETHINKING HARINGEY - IMPLEMENTING ONE BOROUGH ONE FUTURE</b> (Report of the Chief Executive - Agenda Item 10)</p> <p>Our Chair agreed to admit the report as urgent business. The report was late because officers were keen to commence consultation with staff and unions at the same time as the proposals went public and the soonest that the relevant meetings could take place was 18 January. The report was too urgent to await the next meeting because it contained proposals connected with the budget package of savings. Informal consultation with staff and unions had commenced and needed to be followed up quickly with detailed information. It was important that Members were aware of the consultation so that any views might be incorporated. To delay Member consideration might impact on the timetable for consultation and therefore delay implementation. This might have an adverse impact on the profile of proposed savings.</p> <p>We noted that the report set out proposals to reorganise the Council's top three tiers of staff. We also noted that while the focus had been on the having the structure in place by the start of the next financial year rather than on the narrative which could be improved. The proposals to move towards a strategic commissioning role were generally welcomed as providing an opportunity to modernise services. In response to a question about details of the reduced costs anticipated we were informed that these would become available as work on the second phase of the organisational change progressed.</p> <p>In response to a further question about opportunities for all Members to become engaged in discussions about the second phase, officers indicated that while briefings could be arranged for both political groups the question for cross party working structures was a matter requiring political approval.</p> <p>Our attention was drawn to an error in the proposed structure charts in that the Anti Social Behaviour team was shown under the Head of Support and Options in the proposed Adult and Housing Services Structure (Appendix 13) whereas it should have been shown under the Head of Neighbourhood Services in the proposed Place and Sustainability Structure (Appendix 8). We also asked that further consideration be given to the possible re-location of Emergency Planning from the proposed Public Health Structure (Appendix 16) to the</p>	

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	<p>proposed Corporate Resources Structure (Appendix 10).</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That the proposals set out in Appendix 1 to the interleaved report to restructure the top three tiers of Council staff be noted.</li> <li>2. That it also be noted that the process as detailed in paragraph 7 of the interleaved report was in accordance with Part 4K (Officer Employment Procedure Rules) of the Council's Constitution.</li> </ol>	CE
<p><b>CAB112.</b></p>	<p><b>DELIVERING AN EARLY YEARS SINGLE FUNDING FORMULA FOR HARINGEY</b> (Report of Director of the Children and Young People's Service - Agenda Item 11)</p> <p>We noted that the report recommended an Early Years Single Funding Formula for Haringey following consultation with partners which had been presented to the Schools Forum on 17 January 2011.</p> <p>The Forum had been informed of the difficulties in introducing such a formula in Haringey due to the high level of maintained early years provision, the distinct geographical divide between more and less affluent areas and the inequities of the national grant allocation that so under funded Haringey's children. The Forum had also been informed of the significant changes made to the proposed formula following consultation, in particular reducing the reliance on the flexibility supplement, revising the hourly rate, removing the profit supplement, giving greater stability to nursery schools and the finer targeting of the deprivation supplement.</p> <p>We were advised that the Forum had paid tribute to the hard work of members of the Project Board in achieving the best possible outcome in the circumstances and had recommended that we agree the recommendations set out in the report. In addition, in considering the proposed Schools' Budget the Forum had also recommended that funding to cover the redistribution of resources to the non-maintained sector be top sliced from the headroom generated by the negative minimum funding guarantee.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That approval be granted to the Early Years Single Funding Formula as set out in Appendix 1 to the interleaved report.</li> <li>2. That approval be granted to the transitional and payment arrangements as set out in Sections 2 and 3 of Appendix 1 to the interleaved report.</li> <li>3. That the Early Years Single Funding Formula be kept under review to ensure that it continued to be fit for purpose.</li> </ol>	<p>DCYPS</p> <p>DCYPS</p> <p>DCYPS</p>
<p><b>CAB113.</b></p>	<p><b>PROPOSALS FOR A NEW SINGLE FRONTLINE SERVICE</b> (Report of</p>	

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	<p>the Director of Urban Environment - Agenda Item 12)</p> <p>We noted that he report outlined details on the shaping of a new Single Frontline Service and set out the principles of the new service would engage, respond and deliver for future Area Assemblies and Area Committees.</p> <p>Clarification was sought of whether there were any areas in which service levels were expected to decline and if there would be opportunities for residents' feedback. Further clarification was also sought of the anticipated savings now reported.</p> <p>In response, we noted that in order to maximise the outcomes from the resources available a mobile working solution would be provided that would allow the maximum time on-street and limit the amount of time required in the office. In order to ensure that services were maintained there would be a phased approach to implementation and during this period of change officers might require additional support as they adapted to new ways of working as new systems were developed and introduced. The proposed Single Frontline Service would have a key role in engaging with residents through Area Assemblies thereby enabling the local community to play an active role in resolving issues. We were advised that the savings figures included within the report were purely indicative and that the total figure of around £3.5 million incorporated options around Neighbourhood Management and Enforcement that were already part of the Haringey Efficiency Savings Programme process and were not wholly additional to existing options which were under consideration. Detailed work was underway to identify the precise additional saving possible but this would be dependent on a number of factors.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That approval be granted in principle to the amalgamation of Frontline Services together with elements of the existing Safer, Stronger Communities into a new Single Frontline Service.</li> <li>2. That approval be granted to the development of the detail of the reorganisation for presentation to the General Purposes Committee.</li> </ol>	<p>DUE</p> <p>DUE</p>
<p><b>CAB114.</b></p>	<p><b>FUTURE OF THE NEIGHBOURHOOD MANAGEMENT SERVICE</b> (Report of the Director of Urban Environment - Agenda Item 13)</p> <p>We noted that the report made proposals for the future of the Neighbourhood Management Service and its key functions. Reference having been made to a number of on-going projects being managed by the Neighbourhood Management Service we were informed that the Head of Safer, Stronger Communities was working with the service to devise an exit strategy including for the projects mentioned.</p> <p>In response to a question it was confirmed that the Area Assemblies and</p>	

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	<p>Area Committees would each meet 4 times per year. In response to a further question concerning the charge to be made for Special Events on minor roads following our consideration of the matter on 21 December 2010 (vide Minute CAB.92) we were informed that, subject to confirmation, the proposed charge was thought to be in the region of £80.</p> <p>Concern having been expressed that liaison arrangements with Registered Social Landlords and other non-Council organisations was not explicit, clarification was also sought of the proposed budgetary arrangements including in respect of the 'Making the Difference' element of the Service.</p> <p>It was pointed out that the report on the proposed Single Frontline Service which was complementary to that on the Neighbourhood Management Service had set out the arrangements for continuing and building on the relationship with key partners. Similarly, financial information was also set out in the report on the Single Frontline Service. In response to a further question about redundancy costs we were informed that extensive work had been carried out by officers in this respect and the results could be shared with Members outside the meeting.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That the Neighbourhood Management Service (NMS) be dis-established.</li> <li>2. That the key functions currently carried out by the NMS and requiring to be maintained be transferred to other Council departments/teams where appropriate to facilitate their continuation within existing resource limits and financial envelopes for these services.</li> <li>3. That buildings currently managed/utilised by NMS be transferred to the Council's Corporate Property Services or Homes for Haringey according to ownership.</li> <li>4. That the General Purposes Committee consider the staffing changes arising from these recommendations.</li> </ol>	<p>CE</p> <p>DUE</p> <p>DUE</p> <p>DUE</p> <p>DUE</p>
<p><b>CAB115.</b></p>	<p><b>OUT OF BOROUGH HOUSING STOCK</b> (Report of the Director of Urban Environment - Agenda Item 14)</p> <p>Our Chair agreed to admit the report as urgent business. The report was late because of the need to obtain further legal opinion on the contents of the report. The report was too urgent to await the next meeting because of the limited amount of capital funding available to the Council for Decent Homes and officers were seeking authority to defer all future Decent Homes works to out of borough stock and carry out an appraisal of alternative options.</p>	

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	<p>We noted that the report sought our approval for officers to consider options for meeting the future management and investment needs of the Council's out of borough housing stock.</p> <p>We also noted that in addition to the Waltham Cross estate which was located in Broxbourne, Hertfordshire there were also 130 homes on the Imperial Wharf Estate which was now located in Hackney following a boundary change. The Imperial Wharf Estate was identified for inclusion in Year 3 of the Decent Homes programme and was currently on hold pending clarification on future funding. We asked that officers first check recent re-let figures and, as appropriate, consult with residents there about future management and investment options.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That the changes in the future allocation of Decent Homes funding set out in the Homes and Communities Agency consultation and bid documents 'Decent Homes Backlog Funding for Council Landlords 11-15' be noted.</li> <li>2. That approval be granted to all future Decent Homes works to out of borough stock being deferred.</li> <li>3. That approval be granted to options being explored on how to deliver Decent Homes work for out of borough stock, in view of reduced funding, and Tenant Services Authority requirements around consolidating property holdings and more effective housing management.</li> <li>4. That approval be granted to discussions being entered into with interested Registered Housing Providers about a potential offer for the Waltham Cross estate.</li> <li>5. That approval be granted to residents being consulted about future management and investment options for the Waltham Cross estate.</li> </ol>	<p>DUE</p> <p>DUE</p> <p>DUE</p> <p>DUE</p> <p>DUE</p>
<p><b>CAB116.</b></p>	<p><b>HOMES FOR HARINGEY RE-INSPECTION - FINAL REPORT</b> (Report of the Director of Urban Environment - Agenda Item 15)</p> <p>Councillor Reith declared a personal interest in respect of this item by virtue of being a Homes for Haringey leaseholder.</p> <p>We noted that the report informed us of the outcome of the inspection of Homes for Haringey by the Audit Commission in June 2010 and of Homes for Haringey's plans to address the formal recommendations made by the Audit Commission.</p> <p>We also noted that the question of grounds maintenance was being addressed and that following a meeting a report was awaited from officers on measures to address those areas requiring improvement.</p>	

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	<p>Questions were then asked in relation to Homes for Haringey's policy towards void management and squatters, the proportion of homes which met the Decent Homes criteria, how audit data would in future be monitored and the position of Tenancy Liaison Officers.</p> <p>In response we were informed that much effort had gone into achieving performance through the Void Improvement Project and it remained an area of focus. Overall, the number of squatters was low but it was acknowledged that there were costs associated with their removal. Consultations were taking place with the Council's Head of Policy and Performance about ways in which to best validate information while Tenant Liaison Officers were new posts funded from existing resources whose principal role would be to ensure satisfaction with new tenancies. At the time of inspection, 72% of the total stock had met Decent Homes standards and it was anticipated that this proportion would have increased to 80% by the end of the year.</p> <p>We were pleased to note that Homes for Haringey had been assessed by the Audit Commission as delivering a 'Good' (two star) service with 'Promising Prospects for Improvement' and we asked that our thanks to all staff concerned for their good work be placed on record.</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. That Homes for Haringey's approach for responding to the Audit Commission's recommendations and findings be noted.</li> <li>2. That it be recognised the Homes for Haringey and the Council would need to jointly review the approach to, and the authority of the Arms Length Management Organisation in the delivery of re-letting empty properties and pursuing debt.</li> </ol>	DUE
CAB117.	<p><b>MINUTES OF OTHER BODIES</b> (Agenda Item 16)</p> <p><b>RESOLVED:</b></p> <p>That the minutes of the following meetings be noted and any necessary action approved –</p> <ol style="list-style-type: none"> <li>a. Children's Safeguarding Policy and Practice Advisory Committee – 6 December 2010;</li> <li>b. Voluntary Sector Committee – 6 December 2010</li> <li>c. Procurement Committee – 16 December 2010.</li> </ol>	
CAB118.	<p><b>DELEGATED DECISIONS AND SIGNIFICANT ACTIONS</b> (Report of the Assistant Chief Executive (People and Organisational Development - Agenda Item 17)</p> <p>The Appendix to the interleaved report was the subject of a motion to exclude the press and public from the meeting as it contained exempt information relating to the business or financial affairs of any particular person.</p>	

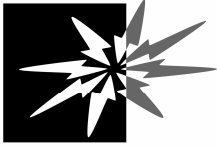
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	<p>The Cabinet Member for Housing asked to be provided with details of the considerations received for 78 Shepherd's Hill and 226 Stapleton Hall Road.</p> <p><b>RESOLVED:</b></p> <p>That the report be noted and any necessary action approved.</p>	DUE
CAB119.	<p><b>LAND AT BULL LANE AND PASTEUR GARDENS N18</b> (Report of the Director of Corporate Resources - Agenda Item 18)</p> <p>The Appendix to the interleaved report was the subject of a motion to exclude the press and public from the meeting as it contained exempt information relating to the business or financial affairs of any particular person.</p> <p>We noted that the report provided us with an update following our conditional approval in March 2010 to dispose of Bull Lane and Pasteur Gardens N18 to Community Action Sport in order to develop and manage the site for sporting, recreation and community use. The report also sought our advice on the future direction of the proposed disposal.</p> <p><b>RESOLVED:</b></p> <ol style="list-style-type: none"> <li>1. That it be noted that Community Action Sport had not been able to conclude agreement on its proposed acquisition of Bull Lane and Pasteur Gardens on the basis of the terms and conditions agreed at our meeting on 23 March 2010.</li> <li>2. That the disposal to Community Action Sport as authorised on 23 March should not proceed but the Council's commitment to the regeneration and improvement of these two sites be re-affirmed including the continued provision of recreational facilities and the value which it places on partnership with the community sector in securing their future.</li> <li>3. That approval be granted to the Bull Lane and Pasteur Gardens sites being marketed including by inviting the full range of potential purchasers (and their potential partners) to submit bids outlining how these would meet the Council's long standing objectives of investing in the retention of open green spaces, improving sports and leisure facilities, contributing to social and economic regeneration and generating capital receipts.</li> </ol>	<p>DCR</p> <p>DCR</p>

The meeting ended at 21.15 hours.

CLAIRE KOBER  
Chair

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**Haringey** Council

Agenda item:

**CABINET**

**08 February 2011**

Report Title. **The Council's Performance: December 2010 (Period 9)**

Report of **The Chief Executive and the Director of Corporate Resources**

Signed :

Contact Officer : **Margaret Gallagher – Performance Manager**  
**Eve Pelekanos – Head of Policy & Performance**  
**Telephone 020 8489 2971/2508**

**Kevin Bartle – Lead Finance Officer**  
**Telephone 020 8489 5972**

Wards(s) affected: **All**

Report for: **Key Decision**

**1. Purpose of the report (That is, the decision required)**

- 1.1. To report on an exception basis financial and performance information for the year to December 2010.
- 1.2. To agree the budget virements set out in this report in accordance with financial regulations.
- 1.3. To agree the recommendations set out in paragraph 4.

**2. Introduction by Cabinet Member for Performance Management (Cllr Claire Kober)**

2.1. It is positive to record the fall in serious violent crimes in the borough compared to last year, I hope our ongoing partnership work will see this trend continue. I am also pleased to see improvements in services for our vulnerable residents, with a large decrease in number of delayed transfers of care and considerable efforts to give self-directed support through personalised budgets.

2.2. I am keen to see further progress in future performance reports with regards to children's safeguarding. In particular to see children's social care core assessments being completed to target. The high number of households still in temporary accommodation across the borough remains a concern. Given the coalition government's wider changes in housing policy we will have to carefully consider how best we can reduce this in 2011.

**2.3. Introduction by Cabinet Member for Finance & Sustainability (Cllr Joe Goldberg)**

2.4. I draw attention to section 15 and to Appendix 2 as I have to report an increase in the forecast revenue over spend this period, largely due to an increase in Looked after Children (LAC) and a worsening in the forecast position on parking income. This gives a forecast revenue outturn position of £2.9m overspent based on the December data.

2.5. I am concerned at the increase in the LAC budget which, this period, relates to forecast increased costs due to potential removal of PCT funding for 2 clients and, additionally, there were 21 new cases.

2.6. The economic climate continues to have a significant impact on the Council's finances and increases in costs such as these continue to be outside of the Council's control.

2.7. As highlighted in paragraph 7.1 this outturn figure assumes the use of £1.7m unallocated ABG grant without which the position would be worse. Directors must continue to push to bring the year end figure down as with the pressure facing Council budgets in 2011/12 and beyond we can not afford to incur any over spend this financial year.

**3 State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1 This report sets out performance against a number of indicators that measure progress against the Council priorities and the Local Area Agreement targets.

**4 Recommendations**

4.1 To consider the report and the progress being made against the Council's

priorities.

4.2 To agree the budget changes (virements) set out in Appendix 2.

4.3 To require Directors, where possible, to take necessary action to bring current year spending to within their approved budget.

**5 Reason for recommendation(s)**

5.1 Proposed budget changes (virements) are set out in Appendix 2 for approval in accordance with financial regulations.

5.2 To ensure that Members are kept informed about service and financial performance against the priorities and targets set.

**6 Summary (Performance)**

6.1 Paragraph 14 and Appendix 1 of this report provide a summary of performance for this reporting period. Of the 37 key service indicators monitored 24 have improved since 09/10, 1 is the same and 8 are worse with no comparison possible for 4 indicators.

Some areas where targets are being met or where there has been an improvement are highlighted below:

6.2 Excellent performance on delayed transfers of care with an average weekly rate of 5.2 per 100,000 population, a massive improvement from the 14.5 rate being reported at this time last year.

6.3 Performance on processing benefit claims was sustained at 20 days in December, 3 days short of the 17 day target.

6.4 Significant improvement on call centre performance in the last 2 months with 92% of calls answered in 30 seconds in December, exceeding the 70% target.

6.5 The 2010 attainment results have now been validated and confirm a closing of the gap with the national average and progress at Key Stage 2. GCSE results have also improved with 48.0% achieving 5 or more A\*-C grades including English and Maths.

6.6 The number of most serious violent crimes has reduced by 31.9% compared with the same period last year.

6.7 Recycling and cleanliness targets continue to be exceeded including the cleanliness of our parks.

Areas where targets are not being met include:

6.8 Average re-let times for local authority dwellings reduced to 19.8 days in December (best performance of the year) a reduction of 12 days from the previous month. The year to date position is 37.3 days and remains above the 25 day target.

6.9 A reduction of 251 households in temporary accommodation since March but the rate of reduction has slowed (9 since last month) and there remain more households in temporary accommodation than planned for this point in the year.

## **7 Chief Financial Officer Comments**

7.1 The overall general fund revenue budget, based on the December position, stands at a projected £2.9m above budget, an increase from the £2.6m reported last period. The main reason for this movement is an increase in Looked after Children (LAC) and a worsening in the forecast position on parking income. The underlying causes of the overall revenue forecast over spend remain, namely the high level of service demand particularly within Children and Young Peoples' Services (CYPS) along with the increased financial liability due to changes in Housing Benefit Subsidy rules. This year end projection still assumes that £1.7m of unallocated ABG is used to offset the position.

7.2 As highlighted in previous reports, given that the council is currently planning for very significant reductions in funding from government, as confirmed in the recent provisional finance settlement, it remains imperative that the in year overspend in 2010/11 is minimised to ensure that no additional pressure is placed on the tight budget position in 2011/12 and beyond. There must be no let up in effort to bring the budget in on target by the year-end.

7.3 The Council's Non-Service Revenue (NSR) budget is maintaining a forecast year-end underspend of £3.0m. This is made up of a £1.0m uncommitted general contingency plus the additional £2.0m under spend reported last period as a result of the use of internal cash balances instead of external borrowing which will reduce debt repayments this year.

7.4 The dedicated schools budget (DSB) element of the overall Children & Young People's (CYP) Service budget is projected to spend at budget.

7.5 The forecast revenue outturn for the Housing Revenue Account (HRA) remains in line with that reported last period, a net under spend of £0.4 m.

7.6 The projected capital year end variance, based on the December position, is an under spend of £11.4m compared to the £9.9m under spend reported last period. The detail is set out in section 15.

## **8 Head of Legal Services Comments**

8.1 There are no specific legal implications in this report.

## **9 Equalities & Community Cohesion Comments**

9.1 Equalities are a central thread throughout the Council's performance and many of the indicators have equalities implications. Equality impact is considered alongside performance by services.

## **10 Consultation**

- 10.1 Throughout the year the report will show the results of consultation with residents, service users and staff.
- 10.2 The Council consults widely on its budget proposals with residents, businesses, service users and other interested parties.

## **11 Use of appendices /Tables and photographs**

- 11.1 Appendix 1 details the indicators where performance is not meeting the target.
- 11.2 Appendix 1a December performance for top service outcomes (not attached) [http://www.haringey.gov.uk/index/council/performance\\_and\\_finance/council\\_performance/performance-reports/council\\_scorecards\\_2010\\_11.htm](http://www.haringey.gov.uk/index/council/performance_and_finance/council_performance/performance-reports/council_scorecards_2010_11.htm)
- 11.3 Appendix 2. Financial tables

## **12 Local Government (Access to Information) Act 1985**

- 12.1 Budget management papers and HR metrics
- 12.2 Service PI returns
- 12.3 Business Plans

## **13. Background**

- 13.1 This is the December report for 2010/11, covering the period April 2010 to the end of December, detailing the Council's performance against agreed targets for 2010/11. Financial and performance information is based on the financial monitoring reports prepared for the budget and performance review meetings for period 9.
- 13.2 We have revised our approach to performance reporting so that we focus on a smaller number of indicators (37) that reflect the council's priorities. These are detailed in appendix 1a which can be accessed via this link: [http://www.haringey.gov.uk/index/council/performance\\_and\\_finance/council\\_performance/performance-reports/council\\_scorecards\\_2010\\_11.htm](http://www.haringey.gov.uk/index/council/performance_and_finance/council_performance/performance-reports/council_scorecards_2010_11.htm)
- 13.3 Appendix 1 details the indicators where performance is not meeting the target.
- 13.4 Appendix 2 shows the aggregate projected positions for revenue and capital, proposed budget changes (virements) for approval in accordance with financial regulations, and the Red, Amber Green (RAG) status of planned savings and planned investments.

## 14. Performance Highlights

### Performance highlights in terms of service outcomes for November are as follows:

- 14.1 26.7% of adult social care clients are receiving self directed support – this remains higher than the profiled target of 22.5% for this period. The service is focusing on personalised budgets which are a part of this measure and currently 158 clients are in receipt of a personalised budget, an increase of 44 clients since last month.
- 14.2 Delayed transfer of care, the latest NHS data shows that some of the delays attributable to Haringey in previous reports have been revised. This means that our outturn is not only continuing to improve but also better than expected. The December figure is 5.2 per 100,000 population and is significantly better than the target of 11.0 for 2010/11.
- 14.3 There has been a significant improvement in call centre telephone calls answered in 30 seconds over the last 2 months, 93% in November and 92% in December. The year to date position is recovering from the poor start in the early months of the year and at 69% is just 1% short of the 70% target.
- 14.4 28.4% of household waste has been reused, recycled or composted in the year to December exceeding the 27% target set for 2010/11.
- 14.5 In the year to December 3.3% of streets were recorded as having unacceptable levels of litter, better than the 10% target.
- 14.6 There have been 5,402 serious acquisitive crimes in the year to the end of December, a 6.2% reduction when compared with the same period last year.
- 14.7 There have been 248 serious violent crimes in the period April to December, 31.9% fewer when compared with the same period last year and exceeding the 4% reduction target.
- 14.8 In the year April to December 1,383 public complaints (stage 1) have been received across the council and 91% of these have been dealt with in the 10 day timescale.

### Areas where targets are not currently being met include:

- 14.9 15.6% of carers have received a review and a needs assessment and a specific service. Whilst there has been continued progress in this area, performance is below the levels achieved by this time last year and remains slightly short of the target set for this period (17.9%).
- 14.10 Of council tax due in the year to December 82.28% was collected falling short of the profiled target of 84%. Continual effort is being made to ensure where customers are having difficulties paying, then help is available and where customers refuse or delay payment, recovery action is administered quickly.
- 14.11 At the end of December, the average time taken to process new claims and change events remains at 25 days for the year to date (20 days in December)

against a 17 day target. The rate of improvement is now difficult to maintain, e-benefits continues to play a significant part in the improvements and this is being promoted. The Service is looking at ways to maximise the number of staff used to promote benefits claims and working more closely with Customer Services.

- 14.12 In December 69.1% of children's social care initial assessments were carried out in 10 working days and 65.1% of core assessments were completed in 35 days both against a 70% target. The year to date positions are 66.6% and 59.5% respectively. The focus continues to be on providing high quality and analytical work and the assessment process continues to form part of a regular programme of audits of quality of practice which are reviewed by management to ensure that a high standard of work is maintained.
- 14.13 The number of households in temporary accommodation stands at 3,296 a reduction of 9 since last month and 251 since the end of March but short of the profiled target of 2,836. Efforts are continuing to secure alternative supply which will assist the continued drive to reduce numbers although this is becoming increasingly difficult as suppliers continue to explore the market for a range of options.
- 14.14 The average re-let time for local authority dwellings reduced significantly in December to 19.8 days, for the year to date it is 37.3 days. This is an amalgamation of relet times 28.2 days for supported housing and 18 days for general needs. The repairs part of the process has seen a significant improvement in performance over the last twelve months and the trend continues to improve on voids overall with the best performance of the year in December 2010.

## **15. Finance**

- 15.1 The overall general fund revenue budget monitoring, based on December data, is showing a forecast over spend of £2.9m, up from the £2.6m reported last period. The change this period is due to an increase in Looked after Children (LAC) and reductions in forecasts for Parking income which was highlighted as a risk last period. The details are set out in the following paragraphs.
- 15.2 Adults are continuing to experience high client numbers, but are mitigating much of this pressure with a vacancy factor against all non-statutory positions which has been a successful strategy to date. The year-end forecast of £0.1m under spend is being maintained this period.
- 15.3 The estimated outturn for the Children and Young People's Service has increased again this period by £0.2m and now stands at £7.7m above budget. This increase is essentially due to the impact of the on-going high levels of Looked after Children (LAC) and the associated legal costs with the overall number of LAC (excluding unaccompanied minors) increasing this period from 557 to 560. The underlying Directorate pressure remains significant at around £12m although the action taken to date has sought to offset this as far as possible by maximising grant income and

making in-year savings in other areas in order to reduce the net position as far as possible.

- 15.4 The Urban Environment directorate has increased the forecast year end over spend marginally to £1.1m this period. This increase is solely due to a reduced projection for parking income caused by further delays in introducing revised fees and charges and the impact of the poor weather on the ability to issue tickets. Although there remains a significant over spend on the Housing budget, the year end forecast has not worsened again this period which lends some credence to a view that the pressure is stabilising.
- 15.5 The year end forecast for Corporate Resources at P9 remains as an under spend of £0.47m. Benefits and Local Taxation and Property Services continue to forecast some over spend; the former caused by on-going high levels of service demand, the later largely due to continuing low occupancy at Technopark. The restrictions on discretionary spend and recruitment which along with other interim savings are forecast to both offset the pressures being felt and also to deliver the under spend reported.
- 15.6 The forecast outturn for the three Chief Executive directorates (Policy, Performance, Partnerships & Communications (PPP&C), People & Organisational Development (POD) and the Chief Executives (CE)) has improved slightly this period to a £0.7m under spend compared to the £0.65m under spend reported in period 8. The under spend is mainly due to the impact of the restrictions on discretionary spend.
- 15.7 The year end forecast for Non-service revenue (NSR), which largely consists of budgets for capital financing costs, levies and contingencies, is being maintained at an under spend of £3.0m. This is made up of the uncommitted £1.0m general contingency built into the 2010/11 budget plus an under spend of £2.0m against the debt interest repayment budgets due to the use of internal cash balances in lieu of borrowing. The Alexandra Palace and Park Trust continues to work to maximise the profit generated by APTL and keep discretionary expenditure to a minimum however, as suggested last period, shortfalls against budgeted income at Alexandra Palace largely arising from delays to the re-opening of the ice rink have led to the Trust Board advising that the amount of additional deficit funding is likely to increase. Accordingly the year end forecast is likely to exceed the previously reported figure of £0.1m, however the Board have agreed to a range of spending reductions aimed at keeping any overspend to a minimum.
- 15.8 As highlighted in previous reports, the Haringey Forward planned 2010/11 savings have been discussed and reviewed in detail and although not all will be fully realised in 2010/11, largely due to the time required to deliver savings associated with restructures, base budgets for 2011/12 will be revised to reflect the savings.
- 15.9 The under spend in respect to the 2010/11 unallocated Area Based Grant reported last period is assumed as still being used to offset the in year budget. As

discussed in the previous report, Directors are still expected to work at bringing forecast overspends down as it would be more beneficial to have recourse to this sum to smooth the transition into 2011/12.

- 15.10 The RAG status of agreed 2010/11 revenue savings and investments is shown in Appendix 2 and has not changed this period. Only 2% (£0.2m) of savings is currently flagged as red and is largely due to under achievement of planned external income; this is factored into the directorate year end forecasts.

### **Treasury Management**

- 15.11 The Treasury Management activity in the first nine months of 2010/11 was compliant with the Treasury Management Strategy Statement agreed in February 2010. Following the repayment of maturing debt in October, the level of cash balances dropped, and since then have remained at an average of £31m during November and December. Investments have been made into AAA rated money market funds and an instant access account only to ensure sufficient liquidity is maintained. These accounts pay an interest rate equivalent to one month fixed term deposits, with the advantage of instant access. Due to the significant use of money market funds, the average long term credit rating of the portfolio has increased to AA+.

- 15.12 £50m of Council debt has matured this year and £20m of new borrowing was taken on 31st August as a starting point to refinancing this. Due to the significant difference between short term investment interest rates and long term borrowing rates, the Council is continuing to make use of internal cash balances, rather than taking any further new borrowing until necessary. During December the Council continued to be able to meet its obligations within the current cash balances. However officers are monitoring the position closely, alongside the Council's treasury management advisers, including monitoring of interest rate movements to ensure that further borrowing is taken at an optimal time

### **Capital**

- 15.13 The aggregate capital programme position for 2010/11 is as shown in Appendix 2 and at Period 9 is now forecasting an underspend of £11.4m, an increase of £1.5m from the £9.9m underspend reported in period 8. The detail behind the figures is set out by Directorate in the following paragraphs.
- 15.14 The Adults, Culture and Community Services is maintaining the year end forecast at an under spend of £0.9m. This principally relates to two projects: £0.5m for the Muswell Hill Library as funding is dependent on the sale of adjacent land which is not now expected to achieve a sufficient receipt and £0.4m on the Lordship Recreation project as expenditure will need to be re-phased into 2011/12.
- 15.15 The Urban Environment general fund capital programme continues to forecast an under spend of £2.1m this financial year. This is largely in relation to Marsh Lane which is on hold until the options to fill the funding gap are reviewed and in the

interim the site is being advertised for rental. The HRA capital programme continues to forecast a balanced position at year end.


- 15.16 The Corporate Resources Period 9 forecast remains at an under spend of £3.2m. Of this, £2.4m is within the Accommodation Strategy programme as the scope of the original smart working programme has been revised as agreed in a separate report to Cabinet in December; the remainder relates to the Hornsey Town Hall project which is behind profile due to the need to review and consider the optimum delivery model.
- 15.17 Within the non-BSF Children's Capital Programme two new programmes have been included this period one of which is forecasting a £0.3m under spend this financial year as the project is currently at design stage and is not expected to start on site until April 2011. There has been little change since period 8 across the rest of the programme and at P9 the total non-BSF year end forecast is a small over spend of £0.6m. The underlying reason remains that the Broadwater Farm Inclusive Learning Campus is spending ahead of profile however no overall project variances are expected and the funding can be met by temporarily using grants as yet unapplied.
- 15.17 The BSF capital programme overall continues to forecast a balanced position; however some planned 2010/11 spend has been re-profiled into 2011/12. This is largely due to re-profiling of programme contingency budgets into future years, and delayed expenditure against the ICT MSP contract due to schools holding over expenditure against their "local choice" budgets until later in the contract,. Expenditure on all school construction projects is on target for the year, with 10 of the 12 school projects now completed and closed.
- 15.18 The target level of in year receipts from asset disposals is £2m. The current forecast for this year remains the same as last month at approximately £6m resulting from the identification of additional properties considered surplus to requirement and now recommended for disposal in this financial year and also actions to bring forward some disposals planned for 2011/12 to 2010/11. A degree of risk is still attached to some of the disposals in the programme which therefore continues to be kept under review and updated accordingly.

### **Virements**

- 15.19 The virements proposed in this period are listed in Appendix 2 in accordance with financial regulations.

ACCS

Appendix 1

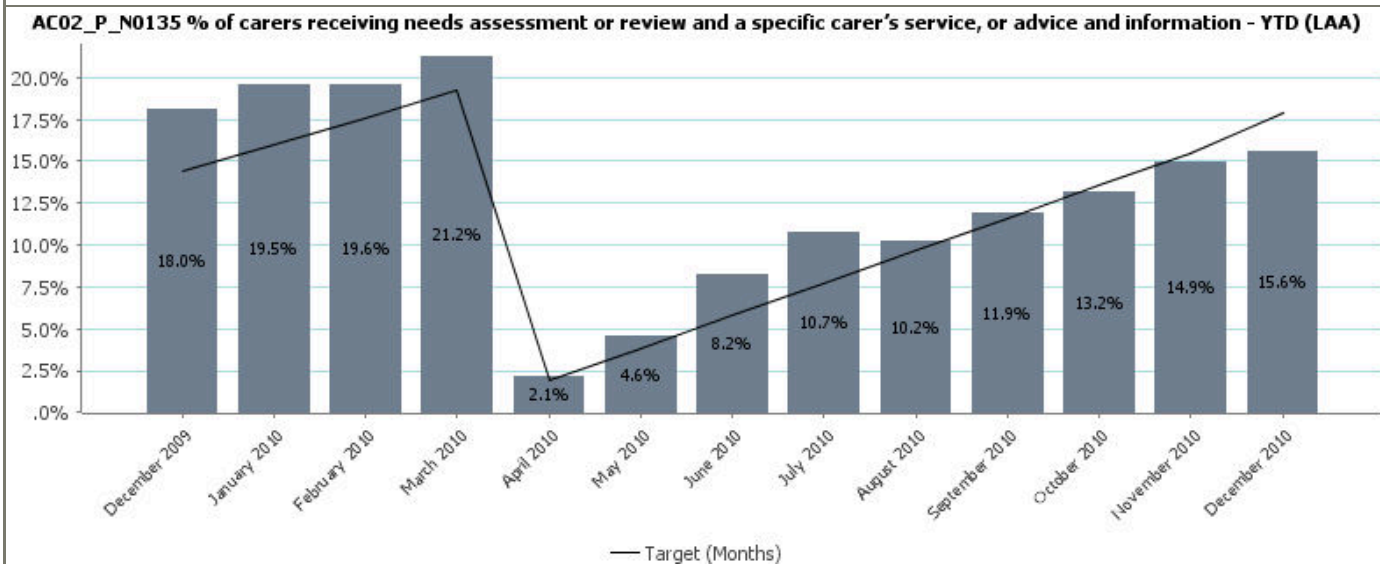
<b>NI 135</b>	<b>% of carers receiving needs assessment or review and a specific carer's service, or advice and information - YTD (LAA)</b>			
<b>Status:</b>	<b>YTD against last year</b>	<b>December 2010</b>	<b>Current Target:</b>	<b>Polarity:</b>
<b>Red</b>		<b>15.6%</b>	17.9%	Aim to Maximise

**Rationale**

This indicator measures the number of carers whose needs were assessed or reviewed by the council in a year who received a specific carer's service, or advice and information in the same year as a percentage of people receiving a community based service in the year.

**Related PIs**


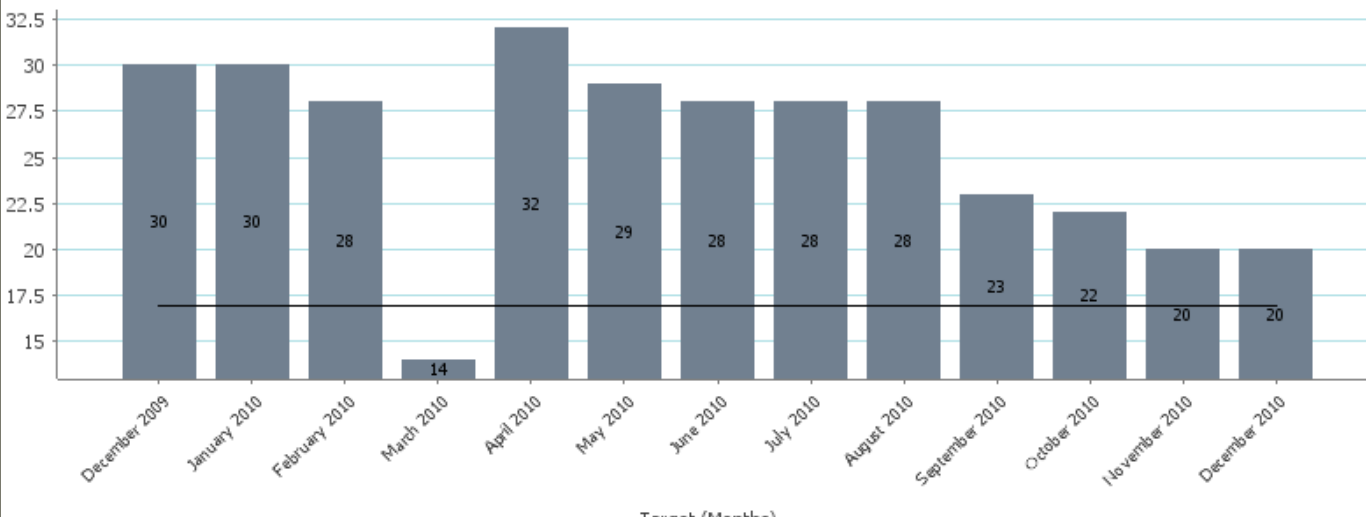
The number of adults receiving a community-based service during the year	2010/11	4460
Number of carers receiving a specific carers service, advice or information, following a carer's assessment or review	2010/11	697

**Monthly Performance****Comment**

The number of carer's receiving information and advice or a service as a result of an assessment or review, has increased from 665 in November, to 697 in December. Although we are off target for the month of December, training on the new Framework Carer's system has been set up, and should increase the number of Carer's recorded as receiving advice and information over the next month.

**Past Performance and Benchmarking**

	Value	London Average
2008/09	22.1%	21.0%
2009/10	21.2%	24.6%
		Value
April 2010		2.1%
May 2010		4.6%
June 2010		8.2%
July 2010		10.7%
August 2010		10.2%
September 2010		11.9%
October 2010		13.2%
November 2010		14.9%
December 2010		15.6%
January 2011		
February 2011		
March 2011		

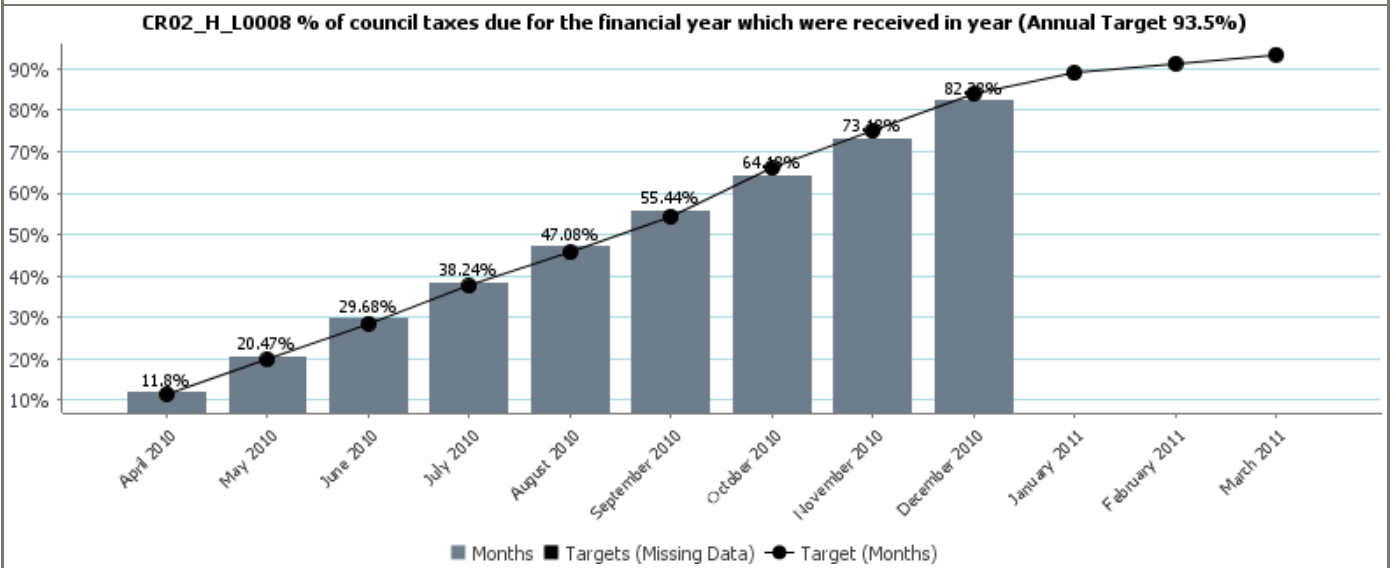
CR																																
<b>NI 181</b>	<b>Time taken to process Housing Benefit/Council Tax Benefit new claims and change events (days)</b>																															
<b>Status:</b>	<b>YTD against last year</b>	<b>2011/12</b>	<b>Current Target:</b>	<b>Polarity:</b>																												
<b>Red</b>		<b>25</b>	17	Aim to Minimise																												
<b>Rationale</b>																																
This indicator is designed to ensure that local authorities deal promptly with both new claims to HB and CTB and change of circumstances reported by customers receiving those benefits.																																
<b>Related PIs</b>																																
<b>Monthly Performance</b>																																
<b>CR02_H_N0181 Time taken to process Housing Benefit/Council Tax Benefit new claims and change events (days)</b>																																
 <table border="1"> <caption>Monthly Performance Data</caption> <thead> <tr> <th>Month</th> <th>Days</th> </tr> </thead> <tbody> <tr><td>December 2009</td><td>30</td></tr> <tr><td>January 2010</td><td>30</td></tr> <tr><td>February 2010</td><td>28</td></tr> <tr><td>March 2010</td><td>14</td></tr> <tr><td>April 2010</td><td>32</td></tr> <tr><td>May 2010</td><td>29</td></tr> <tr><td>June 2010</td><td>28</td></tr> <tr><td>July 2010</td><td>28</td></tr> <tr><td>August 2010</td><td>28</td></tr> <tr><td>September 2010</td><td>23</td></tr> <tr><td>October 2010</td><td>22</td></tr> <tr><td>November 2010</td><td>20</td></tr> <tr><td>December 2010</td><td>20</td></tr> </tbody> </table>					Month	Days	December 2009	30	January 2010	30	February 2010	28	March 2010	14	April 2010	32	May 2010	29	June 2010	28	July 2010	28	August 2010	28	September 2010	23	October 2010	22	November 2010	20	December 2010	20
Month	Days																															
December 2009	30																															
January 2010	30																															
February 2010	28																															
March 2010	14																															
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September 2010	23																															
October 2010	22																															
November 2010	20																															
December 2010	20																															
<b>Comment</b>																																
Despite the still increasing caseload, the Service has managed to ensure that performance against this indicator has not slipped. However the rate of improvement has slowed down considerably and so the Service is considering some options for dealing with new claims that will free up resources elsewhere. The continuing promotion of e-benefits, which has already contributed to performance improvements, and closer working with Customer Services are key in this. e-benefit new claims are being done in 18 days and changes of circumstances in 14 days. The Christmas period does also add 2 days to every claim assessed after the bank holiday.																																
<b>Past Performance and Benchmarking</b>																																
	Value	London Average																														
2008/09	18.3																															
2009/10	24	11.9																														
	Value																															
April 2010	32																															
May 2010	29																															
June 2010	28																															
July 2010	28																															
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December 2010	20																															
January 2011																																
February 2011																																
March 2011																																

<b>BV 9</b>	<b>% of council taxes due for the financial year which were received in year (Annual Target 93.5%)</b>			
<b>Status:</b>	<b>YTD against last year</b>	<b>December 2010</b>	<b>Current Target:</b>	<b>Polarity:</b>
<b>Red</b>	<b>?</b>	<b>82.28%</b>	84%	Aim to Maximise

**Rationale**

**Related PIs**

**Monthly Performance**




**Comment**

Performance has improved slightly since last month and has improved by 2.08% compared to the same period last year. Efforts continue to ensure help is available where customers are having difficulties paying, and recovery action is administered quickly where payment is refused or delayed. Payment arrangement training is currently being provided by BLT to CS staff to ensure that debt is paid by the end of the financial year.

**Past Performance and Benchmarking**

	Value
2008/09	
2009/10	
	Value
April 2010	11.8%
May 2010	20.47%
June 2010	29.68%
July 2010	38.24%
August 2010	47.08%
September 2010	55.44%
October 2010	64.18%
November 2010	73.18%
December 2010	82.28%
January 2011	
February 2011	
March 2011	

CYPS

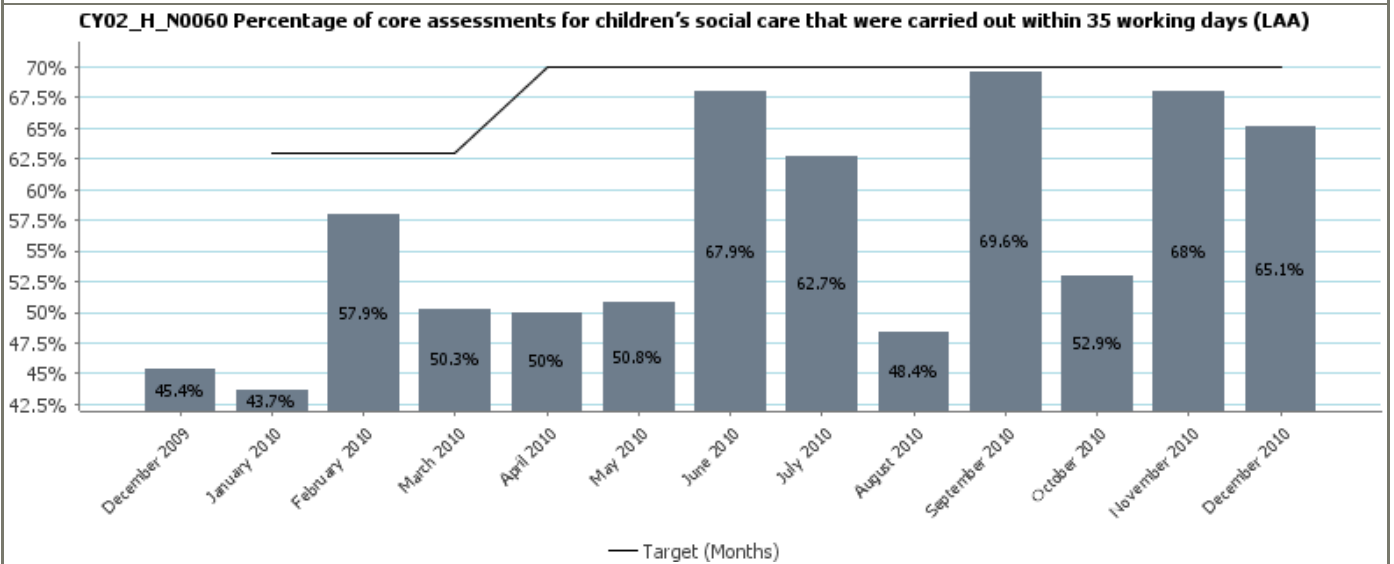
<b>NI 60</b>	<b>Percentage of core assessments for children's social care that were carried out within 35 working days (LAA)</b>			
<b>Status:</b>	<b>YTD against last year</b>	<b>2010/11</b>	<b>Current Target:</b>	<b>Polarity:</b>
<b>Red</b>		<b>59.5%</b>	70%	Aim to Maximise

**Rationale**

This indicator measures the percentage of core assessments which were completed within 35 working days.

**Related PIs**

The total number of core assessments completed	2010/11	926
The number of core assessments that had been completed within 35 working days	2010/11	551

**Monthly Performance****Comment**

Despite the challenges of two short working weeks in December as a result of the Xmas break we continue to complete a significant number of core assessments within 35 working days. The assessment process continues to form part of a regular programme of audits of quality of practice, these are reviewed regularly by management to ensure that a high standard of work is being maintained.


The overall trend in core assessment performance is one of steady and sustainable improvement and we anticipate being up to around 60% at year end. Financial constraints across the council means that we have reduced some of the additional capacity in First Response and are moving back down to established and within budget staffing levels. In the short term this will risk a downward pressure on timeliness of performance however we remain focussed on ensuring that the quality is good.

The numbers of Core Assessments out of date is also gradually decreasing and we will continue to make progress in this area.

**Past Performance and Benchmarking**

	Value	London Average
2008/09		80.4%
2009/10	47.3%	73%
	Value	
April 2010	50%	
May 2010	50.8%	
June 2010	67.9%	
July 2010	62.7%	
August 2010	48.4%	
September 2010	69.6%	
October 2010	52.9%	
November 2010	68%	
December 2010	65.1%	
January 2011		
February 2011		
March 2011		

UE

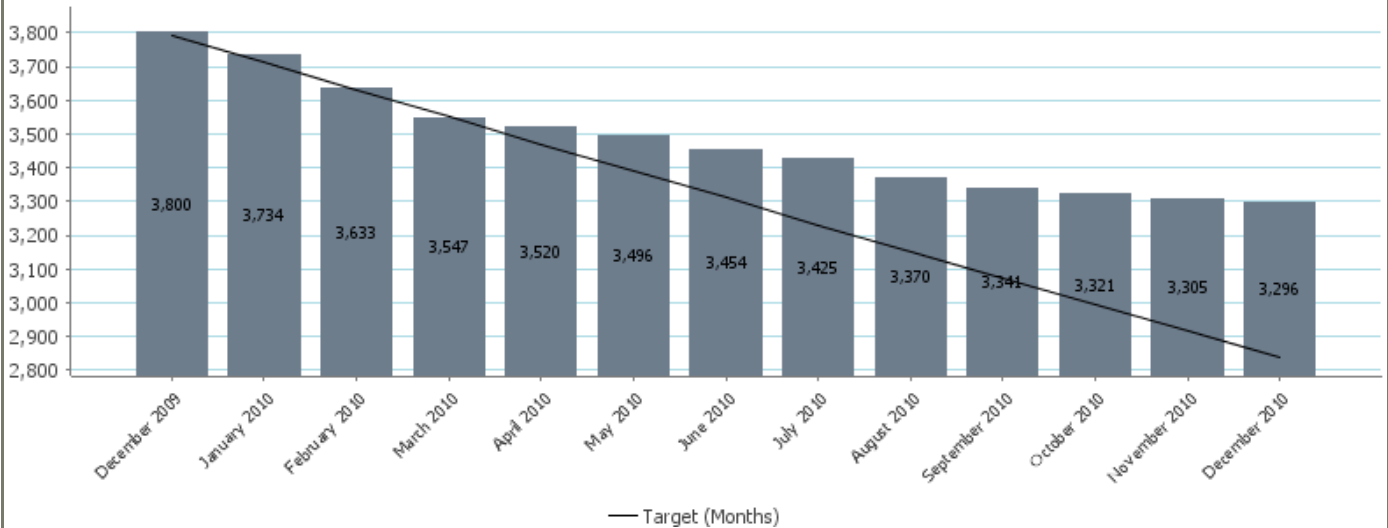
<b>NI 156</b>	<b>Number of households living in temporary accommodation (LAA)</b>			
<b>Status:</b>	<b>YTD against last year</b>	<b>2010/11</b>	<b>Current Target:</b>	<b>Polarity:</b>
<b>Red</b>		<b>3,296</b>	2,915	Aim to Minimise

**Rationale**

This indicator measures the numbers of households living in temporary accommodation provided under the homelessness legislation.

**Related PIs****Monthly Performance**

UE06\_H\_N0156 Number of households living in temporary accommodation (LAA)

**Comment**

Work to reduce numbers in TA continues. There have been particular problems in the last quarter in securing alternative supply in the private sector. This has meant that more households have had to remain in temporary accommodation. Efforts are continuing to secure alternative supply which will assist the continued drive to reduce numbers, although this is becoming increasingly difficult as suppliers continue to explore the market for a range of options.

**Past Performance and Benchmarking**

	Value	London Average
2008/09	4,548	1,448
2009/10	3,547	1,183
		Value
April 2010		3,520
May 2010		3,496
June 2010		3,454
July 2010		3,425
August 2010		3,370
September 2010		3,341
October 2010		3,321
November 2010		3,305
December 2010		3,296
January 2011		
February 2011		
March 2011		

L0066 BV 212	Average relet times for local authority dwellings (calendar days)																																			
Status:	YTD against last year	2010/11	Current Target:	Polarity:																																
Red	↑	37.3 days	25 days	Aim to Minimise																																
<b>Rationale</b>																																				
<b>Related PIs</b>																																				
Average general needs relet times for local authority dwellings(calendar days)			2010/11	33.4 days																																
Average supported housing relet times for local authority dwellings (calendar days)			2010/11	51.7 days																																
<b>Monthly Performance</b>																																				
<b>UE07_H_L0066 Average relet times for local authority dwellings (calendar days)</b>																																				
<table border="1"> <caption>Monthly Performance Data</caption> <thead> <tr> <th>Month</th> <th>Average relet times (calendar days)</th> </tr> </thead> <tbody> <tr><td>December 2009</td><td>50.4</td></tr> <tr><td>January 2010</td><td>56.3</td></tr> <tr><td>February 2010</td><td>39.1</td></tr> <tr><td>March 2010</td><td>44.9</td></tr> <tr><td>April 2010</td><td>31.1</td></tr> <tr><td>May 2010</td><td>48.1</td></tr> <tr><td>June 2010</td><td>50.1</td></tr> <tr><td>July 2010</td><td>37.1</td></tr> <tr><td>August 2010</td><td>46.1</td></tr> <tr><td>September 2010</td><td>34.2</td></tr> <tr><td>October 2010</td><td>32.5</td></tr> <tr><td>November 2010</td><td>31.9</td></tr> <tr><td>December 2010</td><td>19.8</td></tr> </tbody> </table>					Month	Average relet times (calendar days)	December 2009	50.4	January 2010	56.3	February 2010	39.1	March 2010	44.9	April 2010	31.1	May 2010	48.1	June 2010	50.1	July 2010	37.1	August 2010	46.1	September 2010	34.2	October 2010	32.5	November 2010	31.9	December 2010	19.8				
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<b>Comment</b>		<b>Past Performance and Benchmarking</b>																																		
<p>The figure provided for December 2010 is only provisional until approved by HfH's EMT Board. HfH will provide a commentary following the EMT Board meeting and therefore the commentary provided relates to last month's performance.</p> <p><b>The commentary below relates to the previous months performance for November 2010:</b>  Void turn-around performance, reflected in indicator BV 212, remains outside of target and tolerance. This is despite a positive movement in this indicator over the course of the month. HfH is primarily responsible for the repairs part of the process, and this has seen a significant improvement in performance over the last twelve months.</p> <p>Void turnaround performance, ex BV212, improved to 31.9 days in November. The year to date position on this measure is currently 39.2 days. Both these figures are significantly outside of target; however the November turn-around represents the second best monthly figure over the course of the last twelve months. HouseMark benchmarked top quartile performance on this item was 22.0 days.</p>		<table border="1"> <thead> <tr> <th></th> <th>Value</th> </tr> </thead> <tbody> <tr> <td>2008/09</td> <td>44.3 days</td> </tr> <tr> <td>2009/10</td> <td>44.6 days</td> </tr> <tr> <td></td> <td>Value</td> </tr> <tr> <td>April 2010</td> <td>31.1 days</td> </tr> <tr> <td>May 2010</td> <td>48.1 days</td> </tr> <tr> <td>June 2010</td> <td>50.1 days</td> </tr> <tr> <td>July 2010</td> <td>37.1 days</td> </tr> <tr> <td>August 2010</td> <td>46.1 days</td> </tr> <tr> <td>September 2010</td> <td>34.2 days</td> </tr> <tr> <td>October 2010</td> <td>32.5 days</td> </tr> <tr> <td>November 2010</td> <td>31.9 days</td> </tr> <tr> <td>December 2010</td> <td>19.8 days</td> </tr> <tr> <td>January 2011</td> <td></td> </tr> <tr> <td>February 2011</td> <td></td> </tr> <tr> <td>March 2011</td> <td></td> </tr> </tbody> </table>				Value	2008/09	44.3 days	2009/10	44.6 days		Value	April 2010	31.1 days	May 2010	48.1 days	June 2010	50.1 days	July 2010	37.1 days	August 2010	46.1 days	September 2010	34.2 days	October 2010	32.5 days	November 2010	31.9 days	December 2010	19.8 days	January 2011		February 2011		March 2011	
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Table 1: **Revenue 2010/11** - The aggregate revenue projected position in 2010/11 is shown in the following table.

	Approved Budget	Projected variation
	£m	£m
Children and Young People	70.5	7.7
Adults, Culture & Community	77.6	(0.1)
Corporate Resources	6.3	(0.5)
Urban Environment	56.9	1.1
Policy, Performance, Partnerships & Communications	1.7	0.1
People, Organisation & Development	(0.7)	(0.7)
Chief Executive	1.0	(0.1)
Non-service revenue	30.1	(3.0)
Unallocated Area Based Grant	1.7	(1.7)
<b>Total - General Fund</b>	<b>245.1</b>	<b>2.9</b>
Children and Young People (DSG) - Non-Schools	0.0	0.0
Children and Young People (DSG) - ISB	0.0	0.0
<b>Total - Dedicated Schools Grant</b>	<b>0.0</b>	<b>0.0</b>
<b>Total - Housing Revenue Account</b>	<b>2.9</b>	<b>(0.4)</b>

Table 2: **Capital 2010/11** - The aggregate capital projected position in 2010/11 is as shown in the follow

Capital	Approved Budget	Spend to date	Projected variation
	£m	£m	£m
<b>Children &amp; Young People</b>			
BSF Schools Capital Programme	62.9	42.2	(5.7)
Primary Capital Programme	9.9	5.0	1.0
Early Years, Community and Access	4.1	2.1	(0.1)
Planned Asset Maintenance	0.9	0.9	
Devolved Schools Capital	1.6	0.0	
Total other projects	0.4	0.1	(0.3)
<b>Total - Children &amp; Young People</b>	<b>79.7</b>	<b>50.3</b>	<b>(5.1)</b>
Libraries	1.0	0.5	(0.4)
Agency (DFG)	1.6	1.0	
Housing Aids & Adaptations	1.5	1.0	
Lordship Recreation Grounds	0.9	0.2	(0.5)
Sports and Leisure Improvement Programme	0.9	0.7	
Play Provisions	0.7	0.0	
Strategic Sports Pitches Improvement Programme	0.0	0.0	
Other schemes/projects under £1m	2.3	1.0	(0.0)
<b>Total - Adults, Culture &amp; Community</b>	<b>8.7</b>	<b>4.5</b>	<b>(0.9)</b>
<b>Corporate Resources</b>			
Information Technology	2.6	0.5	
Property Services	0.2	0.0	
Corporate Management of Property	0.9	0.4	
Accommodation Strategy Phase 2	3.2	0.3	(3.2)
Hornsey Town Hall	1.2	0.3	
Alexandra Palace - Replacement Ice Rink& Repairs& Maintenance	2.8	(0.1)	
Infrastructure Programme	0.2	0.1	
Other schemes/projects under £1m		0.3	
<b>Total - Corporate Resources</b>	<b>11.0</b>	<b>1.9</b>	<b>(3.2)</b>
<b>Urban Environment – General Fund</b>			
Parking Plan	0.6	0.3	
Street Lighting	0.8	0.5	
BorRds,H'Ways Resurfacing	2.6	1.2	
TFL	4.1	2.0	
Marsh Lane Depot Project	2.8	0.5	(2.2)
Tottenham Hale Gyrotory	0.3	0.8	
Other schemes/projects under £1m	2.8	1.2	
<b>Total - Urban Environment – General Fund</b>	<b>14.1</b>	<b>6.4</b>	<b>(2.2)</b>
<b>Urban Environment - HRA</b>			
Planned Preventative Maintenance	3.0	1.3	(0.0)
Housing Extensive Void Works	1.2	1.0	(0.1)
Boiler Replacement	2.4	1.7	
Capitalised Repairs	4.4	3.3	
Lift Improvements	1.5	0.9	(0.0)
Decent Homes Standard	33.5	18.1	0.2
Mechanical & Electrical Works	3.0	0.4	
Professional Fees	1.4	1.3	0.2
Fire Protection Work	1.6	1.2	
Other schemes/projects under £1m	3.0	0.6	(0.4)
<b>Total - Urban Environment - HRA</b>	<b>55.0</b>	<b>29.7</b>	<b>0.0</b>
<b>Total- Haringey Capital Programme</b>	<b>168.6</b>	<b>92.7</b>	<b>(11.4)</b>

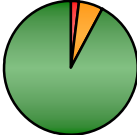
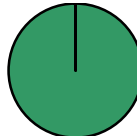
Table 3: Proposed virements are set out in the following table.

<i>Revenue Virements</i>						
Period	Service	Key	Amount current year (£'000)	Full year Amount (£'000)	Reason for budget changes	Description
P9	NSR/CR	Rev	105		Corrective Budget Realignment	One off contribution from Non Service Revenue with regards to costs incurred pending disposal of Hornsey Central depot
P9	NSR/UE	Rev*	2,400	2,400	Corrective Budget Realignment	Earmarked provision for Homelessness released from Non Service Revenue to Urban Environment
P9	PD	Rev*	(673)	(673)	Corrective Budget Realignment	Recruitment Advertising - Reduction of expenditure and income in line with activity levels
P9	Various	Rev*	3,903	3,903	Corrective Budget Realignment	Centralisation of Legal Budgets
P9	Various	Rev		123	Corrective Budget Realignment	Creation of permanent funding for the Out of Hours Service within Customer Services
P9	Various	Rev		162	Corrective Budget Realignment	Budget re-alignment
P9	CR	Rev*	113	274	Corrective Budget Realignment	Fraud Team moving from Benefits & Local Taxation to Audit

<i>Capital Virements</i>						
Period	Service	Key	Amount current year (£'000)	Full year Amount	Reason for budget changes	Description
					None to Report	

- Financial regulations require proposed budget changes to be approved by Cabinet. These are shown in the above table. These changes fall into one of the following categories:
  - all changes in gross expenditure and/or income budgets between business units in excess of £100,000; and
  - all changes in gross expenditure and/or income budgets within business units in excess of £100,000.
  - any virement that affects achievement of agreed policy or produces a future year's budget impact if above £100,000.
- Under the Constitution, certain virements are key decisions. Key decisions are:
  - for revenue, any virement which results in change in a directorate cash limit of more than £250,000; and
  - for capital, any virement which results in the change of a programme area of more than £250,000.
- Key decisions are highlighted by an asterisk in the table.
- The above table sets out the proposed changes. There are two figures shown in each line of the table. The first amount column relates to changes in the current year's budgets and the second to changes in future years' budgets (full year).

Table 3: **RAG status** of planned savings and planned investments

<b>Council Wide Savings and Investments</b>	<b>2010/11 Target £'000</b>	<b>Dec-10</b>	
<b>Planned Savings - Red</b>		<b>155</b>	
<b>Planned Savings - Amber</b>		<b>469</b>	
<b>Planned Savings - Green</b>	<i>8,004</i>	<b>7,380</b>	
<b>Planned Investments - Red</b>		<b>0</b>	
<b>Planned Investments - Amber</b>		<b>0</b>	
<b>Planned Investments - Green</b>	<i>8,899</i>	<b>8,899</b>	



Agenda item:

**Cabinet**

**8<sup>th</sup> February 2011**

Report Title: **Carbon Reduction Programme – Investment Strategy**

Report of: **Director of Corporate Resources**

Contact Officer : **Ben Brown**  
Sustainable Procurement Manager  
[Ben.brown@haringey.gov.uk](mailto:Ben.brown@haringey.gov.uk)  
020 8489 2132

Wards(s) affected: **None**

Report for: **Key Decision**

### **1. Purpose**

- 1.1 To provide an update on the progress to date in achieving the Council's carbon reduction target of 40% from corporate buildings by 2015 and outline the next stage of the investment strategy required to support the carbon reduction programme.
- 1.2 To recommend to Cabinet the optimum level of investment over the next three years as part of the Council's Medium Term Financial Plan.

### **2. Introduction by Cabinet Member for Resources**

- 2.1 The improvement to the local environment for the residents of Haringey remains one of our key objectives despite the savage cuts in government funding announced in the past few months. Reducing our carbon footprint as a Council is a key element of our Greenest Borough Strategy.
- 2.2 As this report shows the Council has made solid progress towards its stated aim of reducing the carbon emissions from corporate buildings by 40% by 2015. However, further investment was always going to be required and we can now demonstrate a track record in invest-to-save energy reduction schemes that supports our desire to increase the level of investment in this area at no net cost to our residents.
- 2.3 I therefore strongly recommend the proposals in this report.

### **3. Recommendations**

- 3.1 To approve the allocation of an additional £0.5m of the Financial Investment Reserve

to the Sustainable Investment Fund.

3.2 To agree in principle to the use of up to £1million in prudential borrowing for further investment in carbon reduction projects subject to a viable business case supporting each project.

#### **4. Local Government (Access to Information) Act 1985**

4.1 The following background papers were used in the preparation of this report:

- Annual Carbon Report to Full Council on 17<sup>th</sup> January 2011
- The Climate Change Act 2008

#### **5. Background**

5.1 Two of the Council's strategic priorities are:

- making Haringey one of London's greenest boroughs;
- encouraging lifetime well-being, at home, work, play and learning.

Part of the Greenest Borough Strategy includes the commitment to both measure the Council's energy consumption and achieve a 40% reduction in associated CO<sub>2</sub> emissions from the 2006-07 level from all of its buildings, including schools, by 2015.

5.2 The Council is on track to meet this target having achieved a 10% reduction by the end of the first quarter of 2010-11. The success to date is the result of a range of initiatives detailed in the Carbon Management Plan, developed in conjunction with the Carbon Trust. The Plan considers the Council's leadership role in carbon reduction and hence sets out a target to reduce corporate emissions by 40% five years before the same borough-wide target of 40% is to be achieved in 2020.

5.3 The associated Carbon Management Action Plan has been supported with £0.5m of investment through a Sustainable Investment Fund (SIF) which forms part of the Council's Financing Reserve. The revenue cost savings that result from the use of these investment monies are recycled through the SIF each year.

5.4 As well as underpinning the Council's Greenest Borough Strategy, achieving the carbon reduction targets will have significant financial benefits in terms of both cost savings and cost avoidance through lower energy consumption. Despite smarter energy procurement through the Council led consortia of local authorities, energy prices will increase by some 20% over the next twelve months. And as the demand for energy grows, particularly from countries with developing economies, and the government seeks to exercise some control of demand through higher taxation, prices are likely to continue to increase over the next five years.

5.5 The Council's existing energy bill is some £9.1m per annum comprising:

- £3.7m for administrative buildings and buildings used for service provision (eg libraries, care homes, leisure centres etc.)
- £1.7m for housing, and
- £3.7m for schools (which is likely to grow as a result of school expansions through the BSF and Primary Capital Programmes).

5.6 The 10% reduction in consumption achieved to date has delivered annual cost savings of £0.3m against a capital investment of £0.5m. The annual cost saving is currently running at some £0.2m representing a pay-back of less than three years. The investment so far has included a voltage optimisation project, boiler improvement works and various schemes within the Council's swimming pools.

5.7 There continue to be a great number invest-to-save opportunities designed to build on the successes achieved so far and further reduce the Council's carbon footprint. Furthermore, with the government's recent introduction of what now amounts to a carbon tax, any new investment will both reduce existing costs and avoid additional costs.

## **6. New Investment Opportunities**

6.1 It is very difficult to make accurate projections for energy costs over the next eighteen months let alone the next four years to 2015. However, even based on modest increases of the order of 5% per annum, and assuming the Council retains its existing property portfolio, a further 30% reduction in energy usage would represent an annual saving of £3.3m by 2015. Furthermore, the reduction of carbon emissions from 36,583 to 21,350 tonnes would reduce the Council's yearly carbon tax (under the Carbon Reduction Commitment) by £0.2m.

6.2 There are already a wide range of new energy saving investment opportunities that are available that will enable the Council to make further significant steps towards the 40% reduction in CO2 emissions. These opportunities include:

- improvements to street lighting;
- draught-proofing, insulation works, further voltage optimisation, lighting controls, variable speed drives and 'zoning' in corporate administrative buildings;
- upgrade to condensing boilers;
- LED car park lighting;
- the use of some wind turbines.

These works, based on current technology, have the potential to reduce emissions by a further 10%. However, with continuing improvements in technology this could rise to 15% by 2015. This will require an additional £1.5million in investment which represents the optimal level necessary to support such an improvement programme.

6.3 Indeed a number of investment scenarios have been explored ranging from £0.5m to £2.5m but above the £1.5m level the nature and scale of the works, again based on current technology, delivers pay-back periods in excess of five years which is

considered to be too long in the current economic environment.

6.4 Allied to this investment there are a number of other initiatives through the schools sustainable investment fund, 'behaviour change' and 'smart working' programmes and some rationalisation of the Council's existing property portfolio that will deliver another 15% reduction in emissions over the next four years. Altogether, this would deliver the Council's 40% target.

## **7. Sources of Funding**

7.1 Whilst the current returns on investment represent excellent value for money, the 2015 target will not be achieved through simply recycling existing savings. It is therefore necessary to identify alternative sources of funding to ensure the 2015 target is achieved. Various alternatives are being explored and these are detailed below; however, the Council will need to be prepared to make the necessary investment through some use of prudential borrowing, subject to a supporting business case, to maintain the progress against the Carbon Management Action Plan.

### External Funding

7.2 A number of external funding sources continue to be explored. The government sponsored Salix Finance Scheme is a match funding source of capital borrowing but, given the current restrictions now in place over further government capital investment this source cannot be guaranteed. Other sources of both government and European funding are being examined to see whether they represent a better option than the use of either Council Reserves or prudential borrowing.

### Return on Existing Investments

7.3 As has already been stated above the Council has already seen a return of some £0.3m in its investments to date and these will continue to be recycled through the Sustainable Investment Fund. However, the cash flow in the SIF, as it currently stands, is not sufficient to fund all the projects in the Carbon Management Action Plan within the requisite timescales. It would be possible to reallocate up to a further £0.5m of the Financing Reserve into the SIF which would strengthen the cash flow position of the Fund.

### Local Renewable Energy Sources (LRES)

7.4 Work is being undertaken to secure a return on investment through the installation of LRES schemes such as solar panels. Whilst existing roof lease rental schemes with energy providers do not provide payback within 5 years (as the Council only receives a minor offset in energy consumption and none of the feed-in-tariff revenue), officers are investigating new funding models that would see the Council receive a portion of the feed-in-tariff and hence significantly improve pay-back periods. Indeed, pay-back periods will naturally come down over the next couple of years simply as a result of technological improvements in the products on the market.

## Prudential Borrowing

7.5 The Council's Capital Programme makes specific reference to the need to maintain the option for the use of either capital receipts or prudential borrowing for invest-to-save schemes. Clearly, the energy reduction schemes being proposed fall into this category. Therefore, provided that a suitable business case supports a scheme investment proposal, with a pay-back of within five years, prudential borrowing should remain a source of funding option for the Council.

## 8. Summary

8.1 Steady progress has been achieved in reaching the Council's Greenest Borough Strategic target of a 40% reduction in the CO2 emissions from Council buildings by 2015. To maintain this progress against the associated Carbon Management Action Plan, additional investment of up to £1.5m in energy saving schemes will be required over the next four years.

8.2 Whilst a good return has been achieved against the £0.5m of investments to date it will not be possible to rely on the recycling of the energy costs savings alone to fund the investment requirements within the timeline of the Action Plan. Whilst the recycling of these savings through the Sustainable Investment fund will continue the focus will primarily be on securing external funding.

8.3 However, access to external funding in the current economic climate is limited and the Council therefore needs to put in place fall-back sources of funding to support the investment programme. Two such sources are currently available: the reallocation of monies in the Financing Reserve to the Sustainable Investment Fund and the use of prudential borrowing.

8.4 This report recommends the use of both sources up to a combined sum of £1.5m in the event that alternative external funding is not available and subject to a robust business case supporting each new investment proposal.

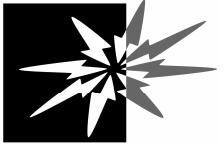
## 9. Comments of the Chief Financial Officer

9.1 The level of cost savings from the Sustainable Investment Fund (SIF) investments of £0.5m to date total £0.3m. This saving has been transferred back into the SIF giving a current balance on the Fund of some £0.2m. The SIF forms part of the Financing Reserve which will have a projected balance of £4.3m as at 31<sup>st</sup> March 2011.

9.2 The Capital Programme, which forms a part of the Council's Medium Term Financial Plan, assumes provides for the use of prudential borrowing for invest-to-save schemes provided any proposals are supported by a robust business case.

**10. Comments of the Head of Legal Services**

- 10.1 The Head of Legal Services notes the contents of the report and does not have any specific comments.
- 10.2 As regards any individual projects which arise in relation to the Council's Carbon Reduction programme, officers must ensure that any procurement is carried out in compliance with European procurement regulations (where applicable) and the Council's Contract Standing Orders.



**Haringey** Council

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Haringey Council

Agenda item:

**[No.]****Cabinet****On 8 February 2011**Report Title: **Sports and Leisure – Strategic Direction**Report of: **Director of Adults, Culture and Community Services**

Signed:

Contact Officer **John Morris, Assistant Director, Recreation Services**Wards(s) affected: **All**Report for: **Decision****1. Purpose**

- 1.1 To review current arrangements for the funding and provision of sports and leisure services in the borough.
- 1.2 To consider the range of options for future service provision and delivery and decide the way forward.
- 1.3 To outline the reduction in the budget, as a result of these proposals.

**2. Introduction by Cabinet Member**

- 2.1 We need to, fundamentally change the way we fund and deliver sports and leisure provision in the borough. I believe that the key features of a modernised approach should include:
  - Reducing the cost of providing the service
    - A much greater focus upon outcomes
    - Concentrating on what we provide rather than who provides it.
    - Focusing more on the user rather than the buildings and facilities
    - Increasing the involvement of the voluntary and community sector, and
    - Transferring some or all the assets, demand and financial risks on to other parties.

**3. State Links with Council Plan Priorities and Actions and or other Strategies**

3.1 The purpose and role of Sports and Leisure Services is primarily linked to delivering the Council Plan priorities of:

- Encouraging lifetime well-being at home, work, play and learning.
- Delivering excellent customer focussed and cost-effective services.

**4. Recommendations**

4.1 To consider the future level and use of Council funding and the related service delivery arrangements.

4.2 To agree the package of proposals set out at paragraph 7 in the report.

4.3 To approve the Council initiating a procurement process to externalise the management of Council owned sports and leisure facilities.

4.4 To delegate authority to approve the final scope and procurement method to the Service Director.

4.5 To establish a Member Steering Group to oversee delivery of the project

4.6 To agree the related reductions to the budget, and potential re-direction of funding to the voluntary and community sector.

**5. Reasons for Recommendations**

5.1 The Council and partners face a range of challenges and issues, including:

- The Local Government settlement and resulting £86million reduction in funding to Haringey, with £46.5m in 2011/12.
- Pressure on public spending as a result of these Government cuts and the impact of those cuts on Council budget priorities, strategic planning and use of resources.
- The largely discretionary status of the services involved.
- The amount of investment needed in the buildings and facilities run by the Council.
- The potential impact and role of the private/voluntary/third sector in sports and leisure services.
- The needs, demands and expectations of residents.

**6. Other Options Considered**

6.1 Set against the context outlined above, the Council has three broad options in planning for future service provision and delivery in the borough.

- Maintain direct Council management of services
- Fund external organisations to deliver services
- Withdraw from the delivery of services altogether.

## **6.2 Maintain direct Council Management of Services**

- 6.2.1 The current net service spend is £2.1m (excluding Corporate overheads and capital charges), on Sports and Leisure, and £895k on Recreation Development and Support (leisure and parks).
- 6.2.2 The service units currently employ 110 full time staff managing:
- Tottenham Green Leisure Centre, Park Road Leisure Centre, White Hart Lane Community Sports Centre and Broadwater Farm Community Centre.
  - Finsbury Park Track and Gym is currently managed within the Parks Service.
  - Sports and Physical Activity development working within 11 Approved Suppliers, 281 clubs and 544 Coaches/Instructors
  - Capital investment and partnerships.
- 6.2.3 Revenue funding for sports and leisure centres has been reduced by 23% over the last four years from £2.7m to £2.1m in 2010/11.
- 6.2.4 The Service is also having to deal with an income shortfall of £150k during the current financial year as well as implementing in year staffing productivity efficiency savings of £100k.
- 6.2.5 Whilst the subsidy per user visit to our leisure centres has reduced by 14.5% from £2.07 to £1.77 in 2010.11, it is still above the national and London average. Audit Commission assessment suggests that the Council could secure better value for money from its Sports and Leisure funding. We compare less well with other London Boroughs for satisfaction with, and use of leisure facilities, and spend is higher than average.
- 6.2.6 There is some scope to achieve further efficiency savings, however this would not achieve the level of savings required.

## **6.3 Externalise and Fund Delivery of Services**

- 6.3.1 The Council could consider moving away from direct delivery, and focus upon supporting provision through a range of providers, particularly in the third and voluntary sectors.
- 6.3.2 Central to this approach, would be the transfer of the management and operation of the boroughs five Sports and Leisure centres, to a new or existing external operator[s]. This could yield both immediate tax and improved operational savings. There are broadly 2 options:
- Set up, transfer to, and grant aid a new Haringey 'Leisure Trust' or
  - Set up a contract and procure leisure services from an existing trust or private sector operator.

- 6.3.3 Most London boroughs already use the trust or private sector for the management of their leisure centres, with a mix of five private sector and five established trusts now managing provision in 29 boroughs. [See Appendix 1]
- 6.3.4 The Council could still retain an element of control through related specifications and contract, particularly in relation to access, use and buildings maintenance and development. The latter would include use by other Council Services e.g school swimming, Marcus Garvey library. Greater flexibility in these areas is likely to deliver greater saving.
- 6.3.5 The Councils current leisure pricing policy actively supports residents on low income and accredited local sports clubs, whilst also subsidising the wider public health benefit of swimming provision. The centres currently attract 214K concessionary sports user visits and 284k standard swimming user visits per annum, with a combined discount value of £1.5m. Members have already agreed an average 10% increase in fees and charges, with an 18% - 50% increase in swimming prices.
- 6.3.6 Appendix 2 considers the advantages and disadvantages between retaining the services in house, a Haringey trust, an established trust or a private contractor.
- 6.3.7 Appendix 3 further develops this by providing criteria and scoring these criteria against the in house, Haringey trust, and established trust/private contractor options. From this exercise, an external trust scores significantly higher than the other 2 options.
- 6.3.8 The Council already supports delivery through other external agencies, albeit on a relatively small scale, and largely currently dependant upon time limited Area Based Grant and Sport England grants. Service delivery and providers include: Tottenham Hotspur Foundation, Haringey Sports Development, and Access to Sport.

#### **6.4 Withdraw from Delivery and Funding of Services**

- 6.4.1 Sports and leisure services are discretionary functions, and thus the Council could decide to withdraw all funding and cease to provide any services. However, it is recognised that Sports and Leisure Service provision has a significant ongoing role, in meeting a range of community need and stakeholder priorities.
- 6.4.2 The Council could consider withdrawing from delivery by either closing or leasing assets to an external operator(s). This would be achieved by offering longer term leases and giving the operator full control over pricing, programming, facility development and service delivery.
- 6.4.3 There are limited opportunities for the trust or private sector at the largely outdoor leisure centres at White Hart Lane and Finsbury Park because of their location, planning constraints and the need for investment in the sites and facilities.

## 7. Recommended Option

7.1 The recommended course of action includes elements of all three options outlined above, and has the following key ingredients with a net cost saving of £1.6m (49%) over 3 years:

- Make further operational efficiency savings (£567k).
- Procure and externalise the management and operation of Tottenham Green Leisure Centre, Park Road Leisure Centre and Broadwater Farm Community Centre (£500k).
- Lease White Hart Lane Community Sports Centre and Finsbury Park Track and Gym to local sports club(s)/agency(s) (£478k).
- Redirecting funding to the voluntary sector for them to deliver services (£50k).

7.2 In delivering these changes, the Council will achieve the following outcomes:

- It will cost significantly less.
- Operational management would largely be provided through other agencies.
- The Council working alongside partners would achieve greater impact, and better value for money.
- Significant external investment secured for facility improvement and development.
- The reduced funding used to support people and activities, rather than buildings.
- More services would be delivered by volunteering and the voluntary sector.
- There would be less financial risk for the Council from any fall in demand or the need to maintain facilities and sites.
- It would mean smarter and targeted commissioning of prevention and intervention leisure programmes.

## 7.3 Tackling Base Budget Pressure

7.3.1 The Service is consolidating a range of action to improve productivity and compensate for the £150k under performance on function income, including:-

- Deleting 5 funded vacant posts
- Sports and Leisure price increases (Members approved within wider fees and charges review in December 2010).
- Reduced Supplies and Services, and Repairs and Maintenance provision.

7.3.2 This will ensure that any subsequent savings proposals are considered in the context of a confident base budget position.

## 7.4 Operational Efficiency Savings [See Appendix 4]

7.4.1 Further efficiency savings of £567k (£490k in 2011/12) are proposed within the current service delivery arrangements some of which have already been considered as part of HESP, and include:

- Price increases across the centres/activities
- Reduction and deletion of 1 funded vacancy
- Reduction and deletion of 7.5 funded posts (potential redundancies)
- Introduction of automated ticketing at Tottenham Green Leisure Centre.
- Franchised catering operation at Park Road and Tottenham Green Leisure Centres.
- Increased utilisation, use and income at Broadwater Farm Community Centre.
- Energy efficiency following recent capital investment at Leisure Centres

7.4.3 Whilst this represents an 18% saving on the current net budget, existing service delivery can be maintained, although clearly there is a reduction in staffing levels the equivalent of 8.5 full time jobs.

7.4.4 The key risks associated with these proposals, and the related action to limit their impact are:

- A drop in use of leisure facilities and activities. This will be addressed through promotional activity/packages, and a real focus on customer retention e.g. loyalty and reward/bonus schemes.
- Reduced management and development capacity across the service, will require a review and reorganisation of the existing structure.

## **7.5 Procure and Externalise Delivery of Sports and Leisure Centre Management [See Appendix 5]**

7.5.1 The Council could achieve better value for money by contracting out the management of Tottenham Green Leisure Centre, Park Road Leisure Centre, and Broadwater Farm Community Centre. Whilst it is proposed that both White Hart Lane Community Sports Centre and Finsbury Park Track/Gym are also included in the scope as options, alternative solutions are recommended (see paragraph 7.7) below).

7.5.2 It is proposed that the Council maintains the revised concessionary, swimming and Active Club discounts, and retains control of these elements of pricing in a contract with an external provider.

7.5.3 The more detailed appraisal of the Sports and Leisure Management Options, suggests that the Council could achieve a saving of between £241k and £677k per annum, with the greater saving coming from contracting with an existing trust or private sector operator. This is summarised in Appendix 5.

7.5.4 The appraisal considered the following key issues:

- The Councils strategic priorities and national guidance.
- A review of the market and providers in London.
- An assessment of current performance.
- Future management options and their related advantages and disadvantages.

7.5.5 The immediate principal areas of advantage for an existing trust compared with a new Haringey Trust would be:

- The ability to realise additional income eg. Health and Fitness, Swimming Lessons, Coaching Courses,
- Economies of scale for management costs.

7.5.6 Contracting with an existing provider is recommended on the basis that:

- It will provide a greater saving to the Council.
- Offers better financial stability
- There is a healthy market and interest in London.
- Transfers greater financial risk to other parties
- There is no additional support staffing cost
- There would be a more commercial approach to sales, marketing and branding.

7.5.7 Whilst the in-house operation has, and will continue, to reduce net cost, it cannot release the tax savings that would accrue from contracting with an existing trust operator. However, it should also be noted that central government intends to review the current arrangements and responsibility for collecting/accounting for National Non-Domestic Rate taxation.

## **7.6 Re-directing funding to support Voluntary Sector Delivery. [See Appendix 4].**

7.6.1 Two key changes are proposed in this area, linked to reduced and redirected funding:

- Reduce 2011/12 core funding (former ABG) by £50k.
- Redirect £177k core funding, following and subject to the externalisation proposal outlined at 7.6 above i.e. if the Council secures at least a £677k reduction in cost.

7.6.2 This will provide funding for a specific programme of sport and physical activities to attract external match funding, and prioritise vulnerable young people, the disabled, and areas of greatest deprivation. Activities would be commissioned through an enhanced Sports Approved Suppliers Framework and the borough's Club Accreditation Scheme.

## **7.7 Leasing White Hart Lane Community Sports Centre and Finsbury Park Track and Gym [See Appendix 4]**

7.7.1 The proposals outlined at 7.5 above would not secure a viable and sustainable future for these two sites, on the basis that:

- They provide largely outdoor leisure provision
- They are primarily used by specific local sports clubs and agencies
- They are on Metropolitan Open Land, which will significantly limit future built development.
- The current configuration and condition of buildings is poor.
- The related capital investment would not be secured via the sports and leisure transfer.

7.7.2 It is proposed that the Council pursues separate, bespoke partnership solutions for these two sites with local sports clubs and national governing bodies. This will be the subject of a separate report and an additional saving of £478k is being

considered as part of the wider budget reduction proposals.

## 8. Procurement Approach

- 8.1 A project team will be established to manage the procurement process: This will be formed with support from Recreation Services, Corporate Procurement, Property, Human Resources and Legal Services.
- 8.2 The team will be supported by specialist external advisors with previous experience and a successful track record in assisting local authorities in leisure services management externalisation.
- 8.3 External legal advice may also be required.
- 8.4 The Council will need to determine the most effective approach to take towards externalisation particularly in terms of whether to use a restricted process or competitive dialogue and the extent to which investment may be required to improve existing facilities. Approval to delegate authority to the Service Director to agree the final scope and procurement method is therefore sought.
- 8.5 As part of this consideration White Hart Lane Community Sports Centre and Finsbury Park Track/Gym will be included in the initial scope of the externalisation process in order to provide an alternative option in the event that the withdrawal and lease option cannot be realised.
- 8.6 The process will also be structured to enable Members to consider variant bids and the selection of more than one operator.
- 8.7 As set out below is the indicative programme for the project.

Stage 1	Secure external support	February 2011
Stage 2	Project scoping	March 2011
Stage 3	Agree evaluation criteria	March 2011
Stage 4	HR issues	March – June 2011
Stage 5	Property Issues	March – May 2011
Stage 6	OJEU notice/information memorandum issued	March 2011
Stage 7	Invitation to submit outline solutions	May 2011
Stage 8	Invitation to submit detailed solutions	July 2011
Stage 9	Dialogue with final tenderers	September 2011
Stage 10	Cabinet approval sought to appoint preferred bidder	December 2011
Stage 11	Contract signed	January 2012
Stage 12	Contract commencement	April 2012

## 9. Chief Financial Officer Comments

- 9.1 Following the Comprehensive Spending Review [20<sup>th</sup> October 2010] and previous public sector budgetary cuts introduced by the Coalition Government, the Council has an estimated funding shortfall of £46.5m 2011/12 and further shortfalls in each of the following two financial years. Hence each Council Directorate is required to

put forward their suggested budget reduction proposals. This report outlines proposals made for Sports and Leisure Services.

- 9.2 The recommended option will yield savings of £1.6m over the three year period 2011/12 to 2013/14. The financial impact of each component is detailed below.
- 9.3 Tackling base budget pressures. Whilst no net gain is achieved through these proposals the service has an inherent budget pressure of £150k due to declining income. The proposals outlined will remove this pressure and ensure a stable starting point from which to proceed with future budget reductions.
- 9.4 Operational efficiency savings. As detailed in paragraph 7.4 and appendix 4 the operational efficiencies will produce savings of £567k. Included within these savings are proposals previously presented to Cabinet on 21<sup>st</sup> December 2010:
- Implement in year price increase £100k
  - Tottenham Green Leisure Centre ticketing software £27k
  - Energy consumption reduction £99k
- A further £341k is detailed in this report and includes staffing efficiencies and reductions and franchising/closing catering operations.
- 9.5 Procure and externalise delivery of Sports and Leisure Centre Management. The maximum saving will be achieved through the use of an existing trust and would be up to £677k, as detailed in appendix 5. The proposal includes redirection of funding to the voluntary sector, as described in paragraph 7.6, and thus the net saving assumed from externalisation is £500k. Through externalising services savings can be achieved by way of operational improvement, reduced management costs, NNDR and tax reductions.
- 9.5.1 NNDR relief is available to charitable organisations; mandatory relief of 80% and a further discretionary relief of 20% (of which the Government funds 25%). This will be maximised if the procurement process results in services being managed by a new or existing trust. However, if the services are managed by private sector organisation the NNDR savings could reduce.
- 9.5.2 The VAT savings are calculated based on the Trust's treatment of VAT. The key principle behind this saving is that a charitable trust's income from charitable activity is exempt from VAT. The income from the sporting activity of a leisure trust is therefore consequently exempt. In simple terms; if the current charge for a swim is £4.80 (for illustrative purposes only) including VAT Sports and Leisure Services actually receive the net income, i.e. £4.00. As Trust income is exempt from VAT they will actually receive the full amount of income i.e. £4.80, thus a gain of £0.80.
- It is estimated that the cost of procurement and externalising this service will be in the region of £100k in 2011/12.
- 9.6 Leasing White Hart lane Community Sports Centre and Finsbury Park Track and Gym. The saving is anticipated in 2012/13 (£100k) and 2013/14 (378k). This proposal requires further detailed analysis and will be the subject of a separate report, at which time the financial implications will be assessed in full.

## 10. Head of Legal Comments

- 10.1 Externalising the management of the sport and leisure facilities involves procurement of a service contract or mixed service/supplies contract valued above the applicable threshold (£156,442). As a result, EU tendering is required under the Public Contracts Regulations 2006 (PCR 2006).
- 10.2 The choice of tender procedure will depend on whether the proposed contract can be considered particularly complex and one which cannot be awarded by use of the open and restricted procedures. This will require the Council to show that it is either 1) not objectively able to define the technical means capable of satisfying its needs or objectives and / or 2) not objectively able to specify the legal and / or financial make up of the project.
- 10.3 Use of the competitive dialogue procedure requires written justification which must be published and on which legal advice should therefore be taken. Given the complexity of the legal / financial matrices available by way of management solutions, the current project is likely to qualify.
- 10.4 It should be noted that the competitive dialogue procedure typically takes much longer than the restricted procedure, often easily an extra 6 months. In this context, the indicative procurement timetable in paragraph 8.6 appears extremely tight, especially given the need to allow adequate time upfront for selection of external advisors and project scoping. Careful consideration should therefore be given to the impact any undue acceleration or shortening of the process may have on the Council's ability to achieve best value through the dialogue process.
- 10.5 Given the tight procurement timeframe, delegation to the Service Director of the authority to finalise the procurement scope and method is advisable. Under section 15 of the Local Government Act 2000, Cabinet has power to make such a delegation.
- 10.6 With respect to the required reduction in posts, the process by which this is to be achieved must comply with the Council's procedures regarding organisational change. Further the position of any members of staff at risk of dismissal by reason of redundancy must be considered under the Council's procedures regarding redundancy and redeployment.
- 10.7 Consultation will be required with individual employees affected by the proposals and with recognised trade unions at all appropriate stages of the proposals before any specific proposal affecting one or more employees is finalised and implemented. Further, where identified as relevant, equality impact assessments must be undertaken at all appropriate stages of the proposals before their implementation. Consideration will need to be given to the implications of the transfer of services and functions to other providers in respect of the provisions of the Transfer of Undertakings (Protection of Employment) Regulations 2006 and appropriate legal advice sought.

- 10.8 Changes to the funding of third sector organisations must be the subject of consultation and any response considered before any final decision is made in relation to that funding.
- 10.9 Given the array of legal complexities involved in this project, Legal should be fully involved and consulted from the earliest stages of and throughout the project.
- 10.10 The Head of Legal Services confirms that there are no legal reasons preventing Cabinet from approving the recommendations in paragraph 4 of this report.

**11. Head of Procurement Comments**

- 11.1 The procurement options available are mainly a choice between restricted or competitive dialogue processes.
- 11.2 Whilst a restricted procedure will ensure competition, it is not necessarily the most appropriate procedure for this particular exercise because of the number of variables and uncertainties in terms of service delivery and investment needs; but it would be the quicker option.
- 11.3 The competitive dialogue procedure on the other hand, whilst taking longer to conclude, would enable parties to the process to fully understand the issues and opportunities and importantly will encourage innovation and further development of specification before a call for final bids - thus leading to better whole life value and a more sustainable outcome.
- 11.4 A great deal of legal knowledge and documentation was amassed approx 6 years ago when externalisation of leisure centres was first reviewed, but the market was subsequently considered to be insufficiently robust and mature at that time. This knowledge and documentation is still held on file and should help to keep any further external legal costs to a minimum.
- 11.5 The Head of Procurement therefore recommends adopting a competitive dialogue procedure.

**12. Equalities and Community Cohesion Comments**

- 12.1 An Equalities Impact Assessment has been completed to support the strategic review. Specific proposals to be taken forward include:
- Maintain concessionary pricing based upon the ability to pay and targeting the borough's most vulnerable communities.
  - Ensure equalities standards and targets are built into service contract and/or grant conditions.
  - Redirected subsidy to prioritise supporting voluntary sector organisations to reduce barriers and increase participation.
  - Redirected subsidy to support club development/activity provision for

disadvantaged children and young people in the most deprived wards/super output areas.

- Redirected subsidy to support adult and family health checks, guidance and information.

12.2 Clearly, the themes of both equalities and community cohesion run through the needs and priorities outlined in the report.

### **13 Consultation**

13.1 The review has drawn upon existing user and usage data from internal management systems, the Active People Survey and other agency information.

13.2 Officers have also undertaken initial consultation through the borough's Community Sport and Physical Activity Network and specific partners, including:

- NHS Haringey
- LBH Services – Adults, Children's, Youth, Transport Planning
- Pro-Active North London and Sport England
- Tottenham Hotspur Foundation, Haringey Sports Development and Interactive [London Sports Forum for the Disabled]
- Middlesex University

13.3 The key issues and concerns to emerge to date include:

- Partnership working is key to improving participation rates.
- Assessment of need and allocation of resource should be evidence based.
- Inclusive and Active 2 [disability] needs to be fully integrated into service provision.
- More on the ground support for the voluntary sector.
- Demand for accessible recreational opportunities is likely to increase in the near future.

### **14 Service Finance Comments**

14.1 The proposals set out in this report seek to tackle the base budget pressures, whilst also identifying £1.6m efficiency, externalisation and service withdrawal savings. The 'blueprint' proposals also seek to actively transfer future financial risk in relation to both demand and assets.

### **15. Use of Appendices/Tables and Photographs**

- Appendix 1 – Audit of Current Management Arrangements across London
- Appendix 2 – Leisure Management Options: Advantages and Disadvantages
- Appendix 3 – Criteria and Weightings for Options Appraisal
- Appendix 4 – Budget Reduction Proposals
- Appendix 5 - Sports and Leisure Management Options

**16. Local Government [Access to Information] Act 1985**

16.1

- Modernising the Leisure Subsidy – Strategic Review
- Leisure Management Options Appraisal
- Equalities Impact Assessment
- Audit Commission Value for Money Assessment 2008
- Budget Reduction Statements

## Appendix 1

## Audit of Current Management arrangements across London

<b>Authority</b>	<b>Management Operator</b>
Barking & Dagenham	<i>In-house</i>
Barnet	Greenwich Leisure Limited
Bexley	Parkwood Leisure
Brent	Greenwich Leisure Limited and Leisure Connection (PFI)
Bromley	MyTime Active
Camden	Greenwich Leisure Limited
Croydon	Fusion Lifestyle
City of London Corporation	<i>In-house</i> - currently undertaking a tender process
Ealing	Greenwich Leisure Limited
Enfield	Fusion Lifestyle
Greenwich	Greenwich Leisure Limited
Hackney	Greenwich Leisure Limited
Hammersmith & Fulham	Greenwich Leisure, Holmes Place and a dual facility
Haringey	<i>In-house</i>
Harrow	Leisure Connection
Havering	SLM
Hillingdon	Fusion Lifestyle, Greenwich Leisure Limited and Mytime Active
Hounslow	Fusion Lifestyle
Islington	Aquaterra
Kensington & Chelsea	Nuffield Health and Fitness (formerly Cannons)
Kingston Upon Thames	DC Leisure Limited
Lambeth	Greenwich Leisure Limited, Fusion Lifestyle
Lewisham	Parkwood Leisure, Greenwich Leisure Limited, Leisure Connection (PFI) – currently undertaking a tender process
Merton	Greenwich Leisure Limited
Newham	Greenwich Leisure Limited
Redbridge	Vision - Redbridge Culture & Leisure
Richmond upon Thames	<i>In-house</i>
Southwark	Fusion Lifestyle
Sutton	Greenwich Leisure Limited
Tower Hamlets	Greenwich Leisure Limited
Waltham Forest	Greenwich Leisure Limited
Wandsworth	DC Leisure Limited
Westminster	Nuffield Health and Fitness (formerly Cannons)

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
<p>More effective cross department working; sports / arts development teams, health, community cohesion etc</p>	<p>Without a defined specification, service delivery is often based upon short term priorities</p>	<p>Head office specialists enable operations to be the 'latest' in the market. Enable best practice from a number of contracts to be disseminated across facilities.</p>	<p>Operations can be 'corporate' as opposed to locally led.</p>	<p>Head office specialists enable operations to be the 'latest' in the market. Enable best practice from a number of contracts to be disseminated across facilities.</p>	<p>Operations can be 'corporate' as opposed to locally led.</p>	<p>Arms length from the Council results in operations less influenced by officers / members</p>	<p>Potential to lose the joined up working approach with other departments/agencies</p>
<p>Joined up service provision for residents</p>	<p>There is no 'contractual' requirement for the council to carry out its responsibilities; therefore where budgets are not available facilities can deteriorate and service levels reduce, for example in relation to repairs and maintenance.</p>	<p>Economies of scale provide effective product management; fitness, swimming lessons etc</p>	<p>Changes to the specification / contract require a variation that can affect the management fee and can incur legal costs.</p>	<p>Economies of scale provide effective product management; fitness, swimming lessons etc</p>	<p>Changes to the specification / contract require a variation that can affect the management fee and can incur legal costs.</p>	<p>Single focus on service delivery</p>	<p>No change in managers or staff to add further experience to service delivery</p>
<p>Changes in priorities can be implemented quickly, for example Free Swimming scheme</p>		<p>Generally have well structured Quality Management systems covering general operations, H&amp;S, all product areas etc</p>	<p>It can be harder to work with other partners effectively; other council departments, education, CSP's, PCT's.</p>	<p>Generally have well structured Quality Management systems covering general operations, H&amp;S, all product areas etc</p>	<p>It can be harder to work with other partners effectively; other council departments, education, CSP's, PCT's.</p>	<p>Closer links with the community through the board</p>	<p>Less influence and control – led by a Board of Trustees</p>

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
Members / officers feel that they 'own' the services		A contract and specification that ensures roles and responsibilities are clearly defined between the parties.	The Council is obliged to fulfill its responsibilities or be subject to a claim from the Trust.	A contract and specification that ensures roles and responsibilities are clearly defined between the parties. Output based specifications allow the Council to focus on ensuring that the Contractor is delivering Council targets and objectives.	The Council is obliged to fulfill its responsibilities or be subject to a claim from the Contractor.	Staff feel more involved in the service delivery as not part of a large organisation.	Board of Trustees obliged to put the interests of the Trust first
		Output based specifications allow the Council to focus on ensuring that the Trust is delivering Council targets and objectives.				Use of Trustees with general business / commercial experience	
		Trust status makes it easier to apply for external funding				Trust status makes it easier to apply for external funding	
						Board of Trustees can include Council members and therefore loss of control can be minimised	

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
Council is not paying for any risk premiums	Council has to pay for all risks / additional costs as they occur	Trusts generally accept all income risk and most expenditure risk and risk relating to NNDR and VAT relief	Trusts are becoming increasingly unlikely to accept risk on utilities tariffs, LGPS pension contributions; NJA salary rises above inflation and building structure of older buildings.	Contractors generally accept all income risk and most expenditure risk.	Contractors are becoming increasingly unlikely to accept risk on utilities tariffs, LGPS pension contributions; NJA salary rises above inflation and building structure of older buildings.	Income and expenditure risk transfers to the Trust.	Trusts can be less able to withstand significant changes in leisure trends, especially in the early years of trading.
	Council may not be best placed to manage all risks; for example income risk, change in industry trends, procurement of building specialists etc			Legal structures now in place for Hybrid Trusts to lever in NNDR and in some cases VAT benefits.	Contractors may propose that risk on loss of NNDR and VAT relief, even where their structures are eligible for such relief, remains with the Council.		If the trust doesn't achieve income / expenditure targets and doesn't have sufficient reserves they will need to request additional funds from the Council.
							Annual grants result in short term planning.
							If the trust fails, overall responsibility will still lie with the Council (Bristol Community Sport, Chiltern Leisure and Enfield LCT)
							If a local trust tries to expand to another Authority, it may put at risk its existing operations and lose focus upon existing

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
contractual obligations.							

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
<p><b>Investment</b></p> <p>Low costs in providing capital if the Council has access to it.</p>	<p>Internal investment can be limited, leaving the only other options of prudential borrowing / external funding (e.g. Sport England, national governing bodies)</p> <p>Can be slower to react to introduce income generating schemes due to lack of commercial experience</p>	<p>Can provide investment into facilities; either investment to reduce revenue or for backlog maintenance.</p> <p>Generally have expertise to manage large scale development projects and will provide the Council with cost certainty for a project or scheme.</p>	<p>There will be a cost of capital that is likely to be much higher than cost of prudential borrowing or Council reserves. However, Prudential borrowing is also an option.</p>	<p>Can provide investment into facilities; either investment to reduce revenue or for backlog maintenance.</p> <p>Generally have expertise to manage large scale development projects and will provide the Council with cost certainty for a project or scheme.</p>	<p>There will be a cost of capital that is likely to be much higher than cost of prudential borrowing or Council reserves. However, Prudential borrowing is also an option.</p>	<p>The Council could support the Trust in respect of investment opportunities in relation to Prudential Borrowing etc</p>	<p>Harder to gain significant external capital for investment into the centres, as Trust would have no assets and vulnerable to short term Council funding strategies</p>
<p><b>Financial</b></p> <p>Economies of scale normally achieved in</p>	<p>Ancillary areas are often not invested in; changing rooms, catering areas.</p>	<p>New investment opportunities can be negotiated at any time during the contract period.</p>	<p>Above projected profits (apart from through a profit share)</p>	<p>Larger Contractors are able to 'spread'</p>	<p>Above projected profits (apart from through a profit share)</p>	<p>New investment opportunities can be negotiated at any time during the contract period.</p>	<p>High initial set up costs</p>

Appendix 2

IN HOUSE		ESTABLISHED TRUST		PRIVATE CONTRACTOR		IN HOUSE TRUST	
Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages	Advantages	Disadvantages
utilities purchasing.	reductions with changing priorities of council or central government	their company.	share mechanism) will not be re-invested into the contract and are liable to be "lost" to Trust surplus.	the risk of the contract across their company.	mechanism) will not be re-invested into the contract and are liable to be "lost" to contractor profit.		
Effective purchase ledger and accompanying budget monitoring systems in place.	Often look to cut costs to achieve budget as opposed to generate more sales.	Councils can plan knowing the longer term management fee -- although where there are shared risks these have to be incorporated	Expenditure will include an element for both head office costs and surplus.	Council can plan knowing the longer term management fee -- although where there are shared risks these have to be incorporated	Expenditure will include an element for both head office costs and profit.	All profits are re-invested back into the services / facilities.	Trusts often have high 'Head Office' costs in relation to the size of operations.
	Any surpluses can be allocated into the Council's central funds as opposed to be re-invested into the service / facilities.	Economies of scale in purchasing utilities, R&M contracts, fitness equipment etc	Council's central costs have to be shared over fewer departments	Economies of scale in purchasing utilities, R&M contracts, fitness equipment etc	Council's central costs have to be shared over fewer departments		Few economies of scale realised
	Central/support costs of the Council can be arbitrarily included in leisure budgets and disproportionate to overall service.	Trusts are generally more aggressive with health and fitness membership sales and swimming income compared to an In House operation.		Contractors are generally more aggressive with membership sales, fitness and swimming lesson income when compared to an In House operation			Council's central costs have to be shared over fewer departments

Appendix 3 Criteria and Weightings for Options Appraisal

Criteria	Key Area	Importance to Council / Members	Overall Weighting
1	Council Influence and control How easily will the Council be able to influence the Service Delivery and the budgets of the Services?	Medium / Low - Council wishes to input into the strategic direction and change as per change in policies, however it is not important to be involved in day to day delivery	5.00%
2	Council Objectives Are the Council's objectives met? / Is a long term solution provided? This is both financially and meeting the Council's wider objectives.	High - the management solution must be able to provide a sustainable position	15.00%
3	Capital Resources Can Capital Investment be delivered into the Services? Condition Survey Maintenance, Building Improvement Investment, Costs of Investment	High - It is known that the facilities will need capital to be spent to ensure they continue to meet customer expectations	10.00%
4	Revenue Implications - Trading Improved Revenue position, increase in participation and income, NINDR savings, VAT benefits, Is revenue certainty provided for the Council?	High - Council wishes to have affordable and known revenue position. Savings have to be made in the next 4 years	15.00%
5	Revenue Implications - Client / other Are current client costs reduced? Are there any other potential savings in other areas of Council costs (recharges)?	Low - Council wishes to have affordable and known revenue position	5.00%
6	Risk / Sustainability How much financial risk remains with the Council? Demand risk, Bridging Costs, day to day risk, Structural / lifecycle, Staffing Costs risks, Utility cost risks	Medium - Council would prefer to have cost certainty where possible v low risk	15.00%
7	External Funding Opportunities Can external funding opportunities be improved?	Low - this would be seen as a 'bonus'	5.00%
8	Service Delivery How well will the services be delivered? Able to benchmark? Customer / client feedback, Day to day health and safety and maintenance issues, Marketing / branding, Sports Development / Branding	High - The leisure facilities should have an excellent reputation within the locality and industry	15.00%
9	Staffing Are there any Economies of Scale? Staffing terms and conditions protected, Opportunities for staff development?	Low - Staff benefits and opportunities must also be balanced with a sustainable economic position	5.00%
10	Legal Issues Any particular legal issues with each option? Obliging the Council to spend monies / capital, Governance, Any additional risks?	Low - the Council wishes to minimise further risk	5.00%
11	Timescales / Set Up Costs Timescales of introducing, Procurement, Producing contracts, specifications, lead in time, costs of introducing	Low - Council wishes for a sustainable position in the long term.	5.00%

100.00%

Actual Scores out of 5	Actual Scores			Weighted Scores		
	In House	Local Trust	Established Trust/External partner	In House	Local Trust	Established Trust/External partner
5	4	3	3	5.0%	4.0%	3.0%
1	3	4	4	3.0%	9.0%	12.0%
3	3	4	4	6.0%	6.0%	8.0%
2	4	5	5	6.0%	12.0%	15.0%
2	3	3	3	2.0%	3.0%	3.0%
3	2	4	4	9.0%	6.0%	12.0%
2	4	4	4	2.0%	4.0%	4.0%
3	3	4	4	9.0%	9.0%	12.0%
3	4	4	4	3.0%	4.0%	4.0%
5	2	3	3	5.0%	2.0%	3.0%
5	2	3	3	5.0%	2.0%	3.0%
<b>34.00</b>	<b>34.00</b>	<b>41.00</b>		<b>55.0%</b>	<b>61.0%</b>	<b>79.0%</b>

Recreation Services  
Budget Reduction Proposals

## Appendix 4

## Sports &amp; Leisure

PROPOSAL		SAVINGS			
		2011/12 £k	2012/13 £k	2013/14 £k	Total £k
1. Operational efficiency					
- Reduced Development		71			71
- Cut 1 x Business Support		30			30
- Management reduction		94			94
- Catering closure		35			35
- Increased Fees/Charges		100			100
- Ticket Kiosk(s)		27			27
- BWFCC Efficiency		75			75
- Franchise Catering		9	27		36
- Energy savings		49	50		99
Sub Total		490	77		567
		490			567
2. Externalise					
- Voluntary Sector Support		50			50
- Leisure Transfer *			500		500
Sub Total			500		550
3. Withdrawal					
- Lease WHLCSC			100	378	478
Sub Total			100	378	478
TOTAL		540	677	378	1,595
Vacancy deletion		6			
Redundancies		7.5			
TOTAL		13.5			

\* £677k less £177k redirection to voluntary sector

## Sports and Leisure Management Options

## Appendix 5

	New Trust				Established Trust				Total
	TGLC	PRP	BWFCC	Total	TGLC	PRP	BWFCC	Total	
Current Operational Subsidy (2010/11 Budget)	£823,429.99	£495,480.01	£303,400.00	£1,622,310.00	£823,429.99	£495,480.01	£303,400.00	£1,622,310.00	
VAT Benefit	£ 78,045.00	£152,830.00		£ 230,875.00	£ 78,045.00	£152,830.00		£ 230,875.00	
NDR Benefit	£168,000.00	£ 49,600.00	£ 30,652.00	£ 248,252.00	£168,000.00	£ 49,600.00	£ 30,652.00	£ 248,252.00	
Operational Improvement	£100,000.00	£ 30,000.00		£ 130,000.00	£270,000.00	£ 60,000.00		£ 330,000.00	
Management and Support	-£114,470.00			-£ 114,470.00	£136,433.00			£ 136,433.00	
Contingency / Profit	-£127,846.00	-£117,799.00	-£ 7,805.00	-£ 253,450.00	-£140,596.00	-£120,049.00	-£ 7,805.00	-£ 268,450.00	
<b>NET BENEFIT</b>	£103,729.00	£114,631.00	£ 22,847.00	£ 241,207.00	£511,882.00	£142,381.00	£ 22,847.00	£ 677,110.00	
New Operational Subsidy (2012/13 estimates)	£719,700.99	£380,849.01	£280,553.00	£1,381,103.00	£311,547.99	£353,099.01	£280,553.00	£ 945,200.00	

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Agenda item:

**[No.]****Cabinet****On 8 February 2011**

Report Title: Shared Economic Development Service (Haringey and Waltham Forest)

Report of Niall Bolger (**Director of Urban Environment**)

Signed :

Contact Officer : Martin Tucker – Tel: 020 8489 2932;

Email – [martin.tucker@haringey.gov.uk](mailto:martin.tucker@haringey.gov.uk)Wards(s) affected: **All**

Report for: Key Decision

**1. Purpose of the report (That is, the decision required)**

- 1.1. Haringey and Waltham Forest Councils are working together to explore ways to provide high quality joint services. Shared services between the two boroughs can deliver services at reduced costs in a time of reduced resources. A Memorandum of Understanding on developing shared services between the two authorities was agreed at Cabinet on 21 December 2010.
- 1.2. This report sets out an initial outline business case and model for a Shared Economic Development Service between Haringey and Waltham Forest. Members are asked to approve this initial plan and approve the continuing work in establishing such a shared service.

**2. Introduction by Cabinet Member - Cllr Mallett**

- 2.1 In the present economic climate, it is important that we support our more vulnerable residents, and in particular young people into employment. The Haringey Guarantee focuses on clients who have not succeeded in finding employment themselves or at the Job Centre, many of them facing significant barriers which need to be overcome before they can find jobs to support themselves or their families. Central government funding for schemes such as the

Future Jobs Fund ends with this financial year, and the new Work Programme does not start until the summer. I believe it is very important that this work continues, as the labour market is likely to be more challenging for job-seekers for the foreseeable future.

The Economic Regeneration Service is offering significant savings through the restructure by April 2011, with a shared service which will cost less than half the current services by June/July 2011. This follows significant in-year cuts to the service because of the reduction in ABG. We are in a climate when there is likely to be significantly more need for apprenticeships, work experience and people facing difficulties in finding appropriate work.

The Social Enterprise should enable the service to bid to be a specialist sub-contractor to the Work Programme, and continue to deliver its excellent services to residents in Haringey and Waltham Forest. This would not be possible if the service were part of a local authority.

I am convinced that it is essential to continue to provide these services, and I believe that the measures outlined in this report offer the best way to do this.

### **3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1. The Shared Economic Development Service will cover the following **Council Plan** priorities:

- Delivering excellent, customer focused, cost effective services by developing a more streamlined and focussed shared service for Haringey residents.
- Encourage lifetime wellbeing at home, work, play and learning making a Haringey a place where people can flourish and reach their potential. We will tackle decline, attract growth and create a more vibrant local economy.

3.2. The Shared Economic Development service will contribute to the **Sustainable Community Strategy** outcome to deliver economic vitality and prosperity shared by all.

### **4. Recommendations**

4.1. That the Cabinet is asked to approve the Shared Economic Development Service initial business case and model in Appendix 1 and that further work consistent with the approach and processes in the agreed MOU is undertaken to establish a shared service in early 2011/12.

### **5. Reason for recommendation(s)**

5.1 Haringey and Waltham Forest Councils are working together to explore ways to provide high quality joint services. Shared services between the two boroughs can deliver services at reduced costs in a time of reduced resources. Although Economic Development is not a service identified for Wave 1 services in the MOU there already exists through current sub-regional structures such as the North London Pledge Sustainable Employment programme and established working relationships enough synergy and common objectives to consider establishing a shared service in a faster timescale.

**6. Other options considered**

6.1. Other options considered are continuing separate economic development services in each borough based on the Planning, Regeneration and Economy service restructure within the Urban Environment Directorate but this will not achieve the scale of efficiencies needed and will not greater sub-regional working and linkages.

## 7. Summary

- 7.1 This paper sets out a proposal for a shared economic development service across Haringey and Waltham Forest. Although Economic Development is not a service identified for Wave 1 services in the MOU there already exists through current sub-regional structures such as the North London Pledge Sustainable Employment programme and established working relationships enough synergy and common objectives to consider establishing a shared service in a faster timescale.
- 7.2 The proposal is based on current services in both boroughs following a restructure in Waltham Forest and planned restructure of Planning, Regeneration and Economy service in Haringey.
- 7.3 The shared service would involve reducing staffing levels from 13 (6 in each borough plus Haringey Film Officer) to a total of 9 across both boroughs. Recruitment to the new shared service would be based on a ringfenced approach for post holders in the current borough services.
- 7.4 Operational delivery of interventions and programmes of activity focussing on tackling worklessness, social inclusion and promoting youth employment initiatives in both boroughs will be transferred to a new social enterprise to be established as part of this overall approach.
- 7.5 The move to a shared service would be a phased process with:

**Phase 1 - Development of full business case following Compatibility Analysis and Implementation and Engagement process by March 2011.**

**Phase 2 – shared joint economic development service** with joint Head of Economic Development overseeing the service and strategic commissioning with commissioning leads for each borough and a soft split between commissioning and operational delivery **by June 2011**

**Phase 3 – single strategic commissioning economic development service with operational delivery outsourced into a social enterprise established by December 2011.**

- 7.6 Initial work indicates that savings from the shared service could total **£198,842 across both boroughs**. These savings are additional to savings achieved by the respective restructures in each borough of £174,000 in Haringey and £450,000 in Waltham Forest resulting in total savings of £822,842. Shared Service savings are set out in Appendix 2.

## 8. Chief Financial Officer Comments

- 8.1. The draft budget proposals for 2011-12 assume a £75,000 saving from the creation of a Shared Services model for Economic Development. This is based on the new structure being implemented around June/July 2011 and thus three quarters of the full year saving of £100,000 is achievable. The reductions in post numbers are consistent with this level of saving being achievable, although the exact level of saving will only be known once Jobs have been evaluated.
- 8.2. The saving is dependant on the fact that posts deleted are Council funded posts and not grant funded posts.

## **9. Head of Legal Services Comments**

- 9.1. In principle there are no legal barriers to local authorities adopting a shared services approach. Therefore there are no legal reasons preventing Members from approving the recommendations set out in paragraph 4 of the report.
- 9.2. In the implementation stages in Phases 2 and 3 there are a number of legal issues that will need to be considered.
- 9.3. Phase 2 will involve a reduction in staff numbers. It will be important to ensure that if there are any redundancies the correct procedures are followed. Also if the adoption of the shared service approach should necessitate any changes to terms and conditions of employment it will be important to ensure these changes comply with employment law. Further legal advice should be sought at the appropriate time.
- 9.4. It is anticipated that in Phase 3 operational delivery of the service will be outsourced to a social enterprise that will be established for this purpose. Legal advice on the procedures for setting up the social enterprise should be sought at the appropriate time.

The future award of the contract to the social enterprise will need to comply with procurement legislation and the Council's Contract Standing Orders. Legal advice should be sought on these issues at the appropriate time.

In addition to the procurement issues it will be necessary to consider TUPE and pensions issues involved in the outsourcing. Legal advice should also be sought on these issues at the appropriate time.

- 9.5. This is a key decision and the Directorate has confirmed that it has been included in the Forward Plan.

**10. Head of Procurement Comments –[ Required for Procurement Committee]**

10.1. N/A

**11. Equalities & Community Cohesion Comments**

11.1. An Equalities Impact Assessment will be produced as part of the developing the shared service by April 2011.

**12. Consultation**

12.1. Formal consultations will be undertaken with staff and trades unions following approval by Cabinet.

**13. Service Financial Comments**

13.1. As per the Chief Financial Officer comments above. Furthermore, any expenditure incurred in the setting up of the shared service will be contained within the existing revenue budget.

**14. Use of appendices /Tables and photographs**

- 14.1. Appendix 1: Shared Economic Development Service
- 14.2. Appendix 2: Costed savings from the new Service.

**15. Local Government (Access to Information) Act 1985**

## **Appendix 1: Shared Economic Development Service**

### **1. Background and Introduction**

Local authorities are facing substantial spending reductions which will impact on service delivery especially on non-statutory services. Further following Total Place initiatives and the development of the Coalition Government's "Big Society" approach combined with the current efficiency agenda puts shared service delivery in the centre ground of Government policy. No longer can public bodies automatically take the stance that undertaking any activity on a standalone basis is the most cost effective way of going forward. A new Shared Services approach is needed to release efficiencies across the system and support delivery more focused on customer needs. Shared services provide public service organisations with the opportunity to reduce waste and inefficiency by re-using assets and sharing investments with others.

This paper sets out an initial proposal for a **shared Economic Development service across Haringey and Waltham Forest** which could (with agreement) extend into other north London boroughs and which could eventually lead to a north London economic development service.

Haringey and Waltham Forest have agreed a **Memorandum of Understanding on Shared Services** which sets out the collaborative approach, aims and principles of joint working, values, funding and framework for joint working and governance arrangements and legal powers. The MOU **will provide the framework for the development work on a shared economic development service.**

Although Economic Development is not a service identified for Wave 1 services in the MOU there already exists through current sub-regional structures such as the North London Pledge Sustainable Employment programme and established working relationships enough synergy and common objectives to consider establishing a shared service in a faster timescale.

Further this paper outlines a proposal and timeframe to **outsourcing operational delivery** of interventions and programmes of activity focussing on tackling worklessness, social inclusion and promoting youth employment initiatives **into a new social enterprise.**

The paper also outlines work areas and priorities for a new service plus a timeframe and milestones for establishing the service. For the purposes of this paper Economic Development covers work areas and priorities around employment and skills focussing on tackling worklessness, and attracting investment for business and enterprise with the overall objective of enabling economic prosperity for residents of both boroughs through supporting job creation and local enterprise.

### **2. Current Services**

Both Economic Development services are undergoing periods of transition in responding to spending reductions and changed priorities.

In **Haringey** the restructured service within Planning Regeneration and Economy will be:

Economic Development Manager  
4 x Economic Development Officers  
1 Regeneration Officer  
1 Film Officer (funded through film fees)

This structure costs £320,993 in salaries including on-costs pension, national insurance of around 30%. This service will deliver savings of £174,000 for Haringey under the proposed PRE restructure and savings under a shared service will be additional.

Additionally in Haringey there is a direct delivery element of the service – the Employment Action Network and Families into Work teams delivering outcomes as part of the Haringey Guarantee programme. Currently these teams consist of 10 staff members with salary costs of £448,934 including on-costs pension, national insurance of around 22% plus £30,000 office costs. This direct delivery element will form the basis of a new social enterprise for operational delivery of services focussing on tackling worklessness and promoting social inclusion.

In **Waltham Forest** the service has been subject to reorganisation and further restructuring is underway which will reduce the current structure to:

Head of Economic Development  
Employment Manager  
Project Manager  
Employment & Skills Manager  
2 x Monitoring Officers

This structure costs £343,352 in salaries including on-costs pension, national insurance of around 30%. The service is delivering £450,000 savings for LBWF under current restructuring proposals and savings made through a shared service will be additional.

**Current Economic Development services in the two boroughs involve 12 members of staff and cost a total of £664,345 in salaries** including on-costs pension, national insurance of around 30%.

Added to this are overheads including accommodation, IT, travel etc.

Worknet - the local programme tackling worklessness in Waltham Forest has an allocation of £500, 000 for 2011/10 and a case is being made for a similar amount for the Haringey Guarantee in 2011/12.

### **3. A Shared Service**

Establishing a shared economic development service in Haringey and Waltham Forest would look to increase efficiency and reduce costs through delivering a single service across two boroughs.

Recruitment of officers for the shared service would be based on a ringfenced approach for current postholders in borough services.

The single shared service would be implemented in a phased process to ensure

**Phase 1 - closer joint collaborative working** across the 2 borough services including initial work on joint economic development strategy **from January 2011.**

**Development of full business case following Compatibility Analysis and Implementation and Engagement process by March 2011.**

**Phase 2 – shared joint economic development service** with joint Head of Economic Development overseeing the service and strategic commissioning with commissioning leads for each borough and a soft split between commissioning and operational delivery **by June 2011**

**Phase 3 – single strategic commissioning economic development service with operational delivery outsourced into a social enterprise established by December 2011.**

The first phase of developing alternative models for delivery will be closer collaborative working between the two borough services with Phase 2 being the establishment of the new shared service. Phase 3 will include the establishment of a social enterprise for operational delivery.

### **Phase 1 - Development of full business case and model via Compatibility Analysis and the Implementation and Engagement Process**

In the last quarter of 2010/11 January – March 2011 work on developing the full business case and model for the shared service based on the approach and processes set out in the agreed Memorandum of Understanding between Haringey and Waltham Forest on Shared Services will be undertaken.

This work will include a **Compatibility Analysis** – high level evaluation - looking at Strategic Fit, IT systems, Processes, Staff arrangements, Governance, Service standards, Cost Sharing, Risks, and Organisational Arrangements and once this is completed progressing through **the Implementation and Engagement Process** including a full business case and design of the new shared service.

### **Phase 2 – a Shared Service**

This service would see the collapsing of current provision in both boroughs to be replaced by a new slimmer service. This service would be structured as follows:

Joint Head of Economic Development – overseeing the service and leading on strategic developments, liaising with Members and relevant Directors in both authorities, leading on partnerships across the ULV and East London, sub-regional commissioning in North and East London. Working with the private sector to attract investment into the boroughs. Leading on relationships with the Prime Contractors to ensure benefits of Work Programme delivery in the boroughs.

Economic Development Manager – working closely with the Joint Head on sub-regional strategic and policy developments, leading on commissioning and contracts across the wider area, lead responsibility for operational and programme areas including delivery of the Work Programme, line management of Senior/Economic Development Officers, leading on the development and establishment of social enterprise (operational delivery) plus leading on one major work area - tackling worklessness or enterprise

2 Senior Economic Development Officers – borough leads taking responsibility for borough specific partnerships, policy and operations, overseeing local commissioning and delivery, leading on briefings, data collection and collation

2 Economic Development Officers – producing briefings on policy and strategic developments, data collection and analysis on a range of economic development indicators leading to and contributing to reports and scorecards, commissioning and contract management

Regeneration Officer – Contracts – monitoring and reporting on local commissioning and contracts

Regeneration Support Officer – generic support post providing additional support to the service including co-ordination of reports, meetings and dealing with initial queries and requests for information and services

Film Officer (Haringey) – funded through film fees

**This shared service would reduce staff numbers from 13 to 9 and would result in a salary bill of £474,955 p.a.** including on-costs pension, national insurance of around 30% **as opposed to £664,345 p.a.** including on-costs pension, national insurance of around 30% **under the current models - savings of £189,390 p.a.** with boroughs sharing the savings - £94,695 each.

Further efficiencies and savings could be realised through **the shared service being co-located in a single location and possibly based in an agreed single directorate.**

The final shape and design of the service will be determined by the Senior Stakeholder Board and programme Board as set out in the MOU. Final decisions on the shared service will be taken by Cabinet in the first quarter of 2011/12.

#### **4. Phase 3 - A Social Enterprise**

As local authorities retract and refocus on core statutory services over the next few years it is inevitable that more non-statutory services will be delivered by organisations external to local councils.

Economic development and regeneration is currently and will remain a priority for both boroughs as they recognise the importance of tackling worklessness and supporting local businesses in order to deliver economic prosperity through job creation and enterprise. However in light of changing policy priorities and spending reductions it is not a requirement of local authorities to deliver economic development delivery services themselves and this can be outsourced to a local provider through establishing a new social enterprise based on the operational delivery elements of the shared service in Phase 2.

A separate paper and business plan for establishing a social enterprise will be prepared for consideration as part of Phase 3 of this approach.

## **5. Work Areas and Priorities**

Tackling Worklessness – local delivery, links with Work Programme, commissioning and contract management, external funding, cross-borough partnerships and delivery, partnership working with JCP/DWP, policy and strategy developments and responses.

Developing and establishing a social enterprise for operational delivery tackling worklessness, social inclusion and youth employment initiatives

Working with local businesses to understand and address skills gaps in the labour market, broker relationships with private sector businesses to secure job opportunities for local people, develop local enterprise initiatives to encourage, support and promote an enterprising culture, develop business support initiatives leading to job creation, including establishing apprenticeship opportunities.

## **6. Timeframe and Milestones**

Initial agreement on developing a Shared Service – December 2010

Papers to respective Cabinets on proposal – February 2011

Phase 1 - Development of full business case and model via Compatibility Analysis and the Implementation and Engagement Process - January 2011- March 2011

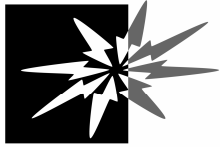
Phase 2 - Shared Service established with Joint Head of Economic Development - June 2011

Work Programme sub-contracted delivery in boroughs – July/August 2011

Ongoing work on developing a social enterprise – December 2010 – December 2011

Papers to respective boroughs on Social Enterprise – December 2011

Phase 3 - Social enterprise established– January 2012



**Haringey** Council

## Appendix 2 Savings

### **Haringey Economic Regeneration Service Salaries @ January 2011**

(including on-costs pension, national insurance of around 30%)

Regeneration Manager (Employment & Skills)	
Business & Enterprise Manager	
Policy Officer (Employment & Skills)	
Policy Officer (Business & Enterprise)	
Policy Officer (Business & Enterprise)	
Business Development Co-ordinator	
Regeneration Officer	
Inward investment Officer (seconded to North London Business)	
Film Officer (funded through film fees)	
Administrator	
<b>TOTAL</b>	<b>£495207</b>

### **Haringey Economic Regeneration Service @ April 2011 following PRE restructure**

(including on-costs pension, national insurance of around 30%)

Economic Development Manager	
Economic Development Officer	
Economic Development Officer	
Economic Development Officer	
Economic Development Officer	
Regeneration Officer	
Film Officer (funded through film fees)	
<b>TOTAL</b>	<b>£320993</b>
<b><i>(Savings from PRE Restructure</i></b>	<b><i>£174214)</i></b>

## **Waltham Forest Economic Development Service @ January 2011**

Head of Economic Development	
Employment Manager	
Project Manager	
Employment & Skills Manager	
Monitoring Officer	
Monitoring Officer	
<b>TOTAL</b>	<b>£343352</b>

**TOTAL Haringey & Waltham Forest Services** **£664345**

## **Shared Economic Development Service @ June/July 2011**

(including on-costs pension, national insurance of around 30%)

Joint Head of Service	
Economic Development Manager	
Senior Economic Development Officer	
Senior Economic Development Officer	
Economic Development Officer	
Economic Development Officer	
Regeneration Officer	
Regeneration Support Officer	
Film Officer (Haringey) (funded through film fees)	
<b>TOTAL</b>	<b>£474955</b>

**TOTAL Savings from Shared Service** **£189390**

**Savings per Borough** **£94695**

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Haringey Council

Agenda item:

**[No.]****CABINET**On 8<sup>th</sup> February 2011

Report Title : Review of the Council's Air Quality Action Plan

Report of Director of Urban Environment - Niall Bolger

Signed : *N Bolger* . 18<sup>th</sup> January 2011

Contact Officer : Keith Betts Commercial service manager , Enforcement ( x 5525 )

Wards(s) affected: All

Report for: [Key / Non-Key Decision]

**1. Purpose of the report**

1.1 Following a statutory consultation, the reviewed Air Quality Action Plan (AQAP) is brought to Cabinet for approval and subsequent publication. This action plan will guide local initiatives towards the national target of reducing the level of certain pollutants in the atmosphere affecting human health.

**2. Introduction by Cabinet Member**

Haringey council declared the whole borough as an Air Quality Management Area in 2001, because it was projected that two key air pollutants (particulate matter and nitrogen dioxide) most significantly associated with motor vehicles would continue to be above limits set by UK legislation.

In Haringey, in common with most urban areas, our evidence is that these two pollutants will remain above their set limits along our some of our major roads. As a consequence Haringey has a statutory responsibility to plan to reduce these pollutant levels and to monitor our progress and the impact of our activities.

This Air Quality Action Plan is Haringey's second statutory plan for reducing levels of particulate matter and nitrogen dioxide and reflects how we will link up with our other

strategic approaches to transport planning, energy efficiency and climate change. Specifically the work we will undertake to improve air quality will also help us to deliver our ambition for carbon reduction.

Haringey's resident survey for 2009-10 revealed that 'control of pollution' was an area of personal concern for 11% of those responding. The reasons, whilst not recorded, may reflect the fact that poor air quality harms our health and can lead to an increase in cardiovascular and lung disease. The measures in our action plan to reduce air pollution will therefore contribute to a reduction in ill health and an increase in the life expectancy for those that live and work in the borough.

This plan is also consistent with the Government's planned strategy for public health by both reflecting personal responsibility and proportionate use of interventions.

**3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1 The Air Quality Action Plan details at Section 2 the links with the following plans and strategies:

- The Sustainable Community Strategy
- The Council Plan
- The Greenest Borough Strategy
- The Core Strategy
- Haringey's Transport Strategy
- The Tree Strategy
- The Cycling Strategy & Action Plan
- The Sustainable Modes of Travel to School Strategy

3.2 A Strategic Environmental Assessment has not been undertaken specifically in respect of this action plan. However, this was comprehensively covered in the Council's LIP 2 Transport Strategy. The LIP also covered an Environmental Impact Assessment. The links between this action plan and the Councils Transport Strategy are extensive in this respect.

**4. Recommendations**

4.1 That the revised Air Quality Action Plan as contained in Appendix 2 be approved for adoption and published.

**5. Reason for recommendation(s)**

5.1 Under the Environment Act 1995, the whole borough has been declared an Air Quality Management Area (AQMA). Subsequent to this, an Air Quality Action Plan (AQAP) is required that details the Council's proposals and actions to work towards the Government's air quality objectives in respect of the pollutants of concern. The Council produced and published its first AQAP a number of years ago.

5.2 The decision to update the AQAP is partly as a result of the proposed publication of several significant strategic documents in relation to air quality. In addition, our original action plan was published some years ago and as we have recently undertaken local air quality modelling in partnership with neighbouring boroughs, this will provide further baseline information for the new action plan.

5.3 In reviewing and updating the AQAP the council must have due regard to the DEFRA guidance issued by the Secretary of State under section 88(1) of the Environment Act 1995 and the GLA and Mayor's Directions and documents. Schedule 11 of the Act requires local authorities to consult on the preparation or revision of an air quality action plan ( see section 10 below ).

5.4 The revised plan is in 3 main chapters;

- Introduction with national, regional and local context
- Haringey's Supporting Plans and Strategies
- Haringey's Air Quality Objectives and Measures.

The actions proposed in the plan centre around transport measures, non transport measures, such as biomass and industrial emissions, and awareness raising measures.

## **5 Other options considered**

5.1 The requirement to produce an Air Quality Action Plan is a statutory requirement following the declaration of Haringey as an Air Quality Management Area (AQMA). Such a declaration is required where pollutants are likely to exceed air quality objective levels . This is certainly the case for Nitrogen Dioxide ( NO<sub>2</sub> ) and Particulate Matter ( PM<sub>10</sub> ). Other options are therefore not applicable.

## **6 Summary**

6.1 The Council's Air Quality Action Plan ( AQAP ) has been revised and updated to show how Haringey intends to fulfil its obligations for air quality management and how we will monitor the effectiveness of the measures introduced.

**6.2 The main objectives of the revised AQAP are to:**

- Demonstrate the Council's commitment to improving air quality and lead by example.
- Provide an overview of local key policies with respect to air quality thus inform about air pollution.
- Improve air quality whilst maintaining value for money and to explore wider economic opportunities.
- Involve all relevant council departments and external agencies where appropriate, to ensure a balanced and integrated approach for Haringey.
- To improve the quality of life and health of the residents and workforce in Haringey.
- To fulfill statutory obligations for local air quality management and assist the UK Government and Mayor of London in meeting air quality Limit Values

**7 Chief Financial Officer Comments**

7.1 The measures outlined within the action plan are largely already contained within existing strategies, policies and service plans and hence budgeted for. Accordingly, if any of the actions outlined in the Action Plan cannot be funded from the budget allocated for 2011-12 then they will only be implemented once funding has been identified and agreed by Cabinet as necessary.

**8 Head of Legal Services Comments**

8.1 Local authorities have a duty under S.84 (2)(b) of the Environment Act 1995 to "prepare a written plan in pursuit of the achievement of the air quality standards and objectives in the designated Air Quality Management Area". Consultation requirements for such reviews are found in Schedule 11 to the Act. Guidance by the Secretary of State must be taken into account. Current guidance on the preparation of an Air Quality Action Plan is found in the Local Air Quality Management Policy Guidance - LAQM (PG09);

**9 Equalities & Community Cohesion Comments**

9.1 Poor air quality harms human health across the board and can increase the incidence of cardiovascular and lung disease. Those within our communities with existing respiratory conditions or reduced lung function can be more severely affected by higher levels of pollutants such as Nitrogen Dioxide and Fine Particulates which act as irritants within the body.

9.2 A recent GLA commissioned study analysed long term exposure to poor air

quality and ascertained by extrapolated data that this contributed to an equivalent of 4,267 deaths in London in 2008, or 277 deaths in Haringey and Enfield .

9.3 Tackling poor air quality remains a challenging task given that Haringey, like other London boroughs continues to breach the air quality objectives for NO<sub>2</sub> and PM10. The reduction of air pollution is a task that must be tackled nationally and internationally. Our local initiatives support the work of other authorities on a regional and national basis , the actions that Government takes, and general industry in the reduction of emissions from it's processes and the development of low emission products.

## **10 Consultation**

10.1 Consultation on the Air Quality Action Plan is required under statute from Schedule 11 of the Environment Act 1995. Following previous cabinet approval, the draft AQAP was subject to full public consultation for a 12 week period beginning 28<sup>th</sup> September 2010 through to 17<sup>th</sup> December 2010.

10.2 Statutory consultees include:

- The Secretary of State
- The Environment Agency
- Transport for London
- Mayor of London (GLA)
- All neighbouring authorities
- Other public authorities as appropriate and
- Bodies representing local business interests and other organisations as considered appropriate by the Council.

The statutory consultees above are broadly the same as those required in the consultation for the Council's LIP2 Transport Strategy.

10.3 The comments received during consultation are detailed and analysed at Appendix 1 . We have not been able to directly consider comments related to climate change as CO<sub>2</sub> is not one of the health pollutants of concern as detailed in the Air Quality Standards Regulations 2010. Actions to reduce defined health pollutants such as oxides of nitrogen and particulate matter will almost certainly reduce CO<sub>2</sub> emissions at the same time.

## **11 Use of appendices /Tables and photographs**

11.1 Appendix 1 Summary and analysis of Comments received

11.2 Appendix 2 Final draft policy



APPENDIX 1  
AQAP – Comments received following consultation

Comment Received	Response
<p>Local Resident – Alex Keel.</p> <p>it is good to see that Haringey is signed up to the Nottingham Declaration</p>	<p>Haringey Council signed the Nottingham Declaration December 2006, committing itself to prepare a plan of action to significantly reduce greenhouse gas emissions and to work towards the government target of at least 60% reduction in carbon dioxide (CO2) levels by 2050, with real progress by 2020.</p> <p>No change to plan required</p>
<p>What is worrying in this plan that Haringey has identified the biggest "culprit", which are diesel fuelled cars and other traffic which comes under the remit of the mayor of London</p>	<p>The London Atmospheric Emissions Inventory (LAEI) 2008 estimates the main contributing sources of PM10 emissions in Haringey were from road transport, being the largest source of particulate matter emissions (57%)</p> <p>The 2008 LAEI estimates that the main direct sources of NOx emissions in Haringey were road transport (50%) and gas boilers (43%) with rail contributing 6%.</p> <p>No change to plan required</p>
<p>Haringey CAN act, insofar making e.g. school runs and usage of B roads completely undesirable and cumbersome by erecting street furniture and traffic signals to slow traffic down.</p>	<p>The Council is conscious of too much street clutter and is removing unnecessary street furniture. There is a fine balance between making 'improvements' to roads and improving local air quality. Highgate North Hill is not a road identified to be of air pollution concern / hotspot by the latest borough wide air quality modelling. However, the Council is undertaking 12 months of NO2 monitoring at Highgate Primary school, North Hill. The results of this study will be available in January 2012.</p> <p>No change to plan required</p>
<p>North Hill (N6), that is used as a short cut for the A1. Now if the borough narrowed the street and</p>	<p>Highgate North Hill has not been identified as a priority area for funding under the Council's Transport Strategy to 2014 but may be eligible for</p>

Comment Received	Response
<p>installed priority traffic signals (i.e. narrow the road in 2 or 3 spots and allow only one flow of traffic, giving bicycles and pedestrians however more room, people would have to realise that it is quicker by foot, bicycle or even by bus.</p>	<p>future funding after 2014 following a future review. The Council is carrying out a scoping review for a borough wide speed limit of 20mph along all residential streets. The outcome of this review is due in March 2011. However, a borough wide 20mph speed limit may have implications for air quality – studies have shown that 20mph zones do not improve air quality, but in fact worsen air quality.</p> <p>No change to plan required</p>
<p>Also, instead of cutting down trees, trees should be planted and nurtured</p>	<p>Street trees are an integral and sometimes historical component of the urban landscape and as such are valued by local residents. To remove street trees unnecessarily is against Council policy and also the Mayor of London's Strategy – 'Planting the Right Tree in the Right Place'.</p> <p>No change to plan required</p>
<p>B-roads like North Hill should be made "residents only" with enforcement of illegal use.</p>	<p>The 'privatisation' of borough B-roads is not covered by the air quality action plan.</p> <p>No change to plan required</p>
<p>Similarly, any adjustment of driveways to turn them into paved over parking areas should be declined outright as there is no need to have 2 or 3 cars per household.</p>	<p>North Hill is within the Highgate Conservation area. The Council is committed to the preservation and enhancement of conservation areas and any alteration in a conservation area is considered with respect to additional controls under planning legislation and so full planning permission is therefore required.</p> <p>No change to plan required</p>

Comment Received	Response
<p>Haringey could take the lead and have drop off points for schools where the children get picked up by a school bus.</p>	<p>There is a consideration in the Air Quality Action Plan to implement 'No idling Zones' around schools in the borough and other 'sensitive use' buildings, Although this will require a feasibility assessment, extensive consultation and full council approval.</p> <p>No change to plan required</p>
<p><b>Councillor Lorna Reith</b></p> <p>The majority of actions are about reducing traffic, and encouraging greener vehicles. This (inevitably) overlaps almost entirely with the climate change work and the sustainable transport strategy but it raises the question as to whether we need 3 different plans or whether a "folder" of actions that fit all 3 strategies wouldn't be a more cost effective (in terms of officer time) way to go about it.</p>	<p>We have not been able to directly consider comments related to climate change as CO<sub>2</sub> is not one of the health pollutants of concern detailed in the Air Quality Standards Regulations 2010. However, actions to reduce defined health pollutants such as oxides of nitrogen and particulate matter will almost certainly reduce CO<sub>2</sub> emissions at the same time. Climate change and air quality collectively are one of the Council's priorities under the Sustainable Community Strategy and are both addressed in the Council's Greenest Borough Strategy.</p> <p>The requirement for the council to have an AQAP is statutory, as is the Transport Strategy, however the requirement for a climate change strategy is not a statutory requirement.</p> <p>No change to plan required</p>
<p>The plan mentions that domestic gas combustion is responsible for over 20% of NOx emissions but then oddly doesn't link this with the work to reduce gas consumption as part of climate work.</p>	<p>Biomass is the preferred, cheap alternative for gas in new developments. However, biomass has a negative impact on air quality, with high emissions of NO<sub>2</sub>, PM<sub>2.5</sub> and dioxins.</p> <p>The Councils Affordable Warmth Strategy, a sub-strategy of the overarching Housing Strategy 2010-2019 states how the council intends to tackle fuel poverty and promote Energy Efficiency over the next ten years.</p> <p>The plan has been amended to reflect energy efficiency and affordable warmth activity.</p>

Comment Received	Response
<p>The measures in the plan are not all SMART by any means. They do have measuring criteria but these are not about emissions reductions let alone about reductions in pollutant concentrations. <i>It is admittedly very difficult to attribute emissions reductions figures to many of these actions.</i> But the plan as a whole then lacks any sense of proportion. Will these actions together make a significant difference to emissions and/or concentrations? What scale of measures would be required to achieve the EU limit values? The plan doesn't attempt to tell us, or even tell us why it is hard to do this.</p>	<p>As the respondent points out, it is very difficult to attribute emissions reductions figures too many of the actions contained within the air quality action plan.</p> <p>The measures detailed in the AQAP are measures that the Council can take and are planning to take under other strategies and which collectively, will have a positive impact on the local air quality leading to reductions in the concentrations of the pollutants of concern – NO2 and PM10.</p> <p>The plan has been changed and now includes as table 5 of the appendix the percentage reduction in NO2 concentrations at specific monitoring locations required to meet the Governments objective at that location. Dealing with poor air quality requires coordinated action from a wide range of organizations, both internally and externally to the council. Measures detailed in this plan reflect action being taken by the Mayor of London and the Government, as well as locally.</p>
<p>In section 1.4 it tells us that gas boilers are responsible for 24% of particle emissions and 36% of NOx emissions. So, if we achieve a 40% emissions reduction in CO2 by 2020, we will presumably have to achieve at least a 40% cut in gas consumption locally which would equate to a cut of 24% x 40% = 9.6% particles and 36% x 40% = 14.4% cut in NOx emissions.</p>	<p>These calculations do not equate to those of NO2 and PM reductions required for example – monitoring site at Archway Road, in 2007 measured 67.2µg/m3, which equates to a 41% reduction in NO2 concentrations at that locality.</p> <p>Percentage decreases in concentrations have been calculated at monitoring localities where monitored and measured to exceed Govt. objective and incorporated into document – based on 2007 diffusion tube results, as used in the BV report.</p> <p>A reduction of 40% CO2 emissions will not necessarily be enough to bring about a reduction of pollutants of concern to meet the AQ objectives – a 40% CO2 reductions in gas consumption in Haringey will not be enough to meet Govt. NO2 and PM10 targets.</p>

Comment Received	Response
<p>reduce traffic emissions by 40% by reducing traffic and encouraging low emission vehicles we would, all other things being equal, reduce particulates by 23.2%. So achieving a 40% CO2 cut should deliver 32.8% reduction in particulate emissions</p>	<p>Figures incorrect - Greater London NOx contributions, according to MAQS are 46% from road transport and 22% from domestic gas.</p> <p>No change to plan required.</p>
<p>If we had that information we could a) better assess this as a strategy and b) perhaps add quantified health benefits to the CO2 reduction target.</p>	<p>There is no clear correlation between CO2 emissions and particulate emissions – also not clear whether referring to PM10 or PM2.5. In 2007, PM10 objectives measured at 2 locations within the borough (HGY1 and HGY2) were achieved.</p> <p>No change to plan required</p>
<p>Defra – Air Quality Division. London Borough of Haringey Council should ensure that clear source apportionment data is included which demonstrate that road vehicles are the dominant source of NOx and PM emissions. It is not clear how important the different sub sets of vehicles are in terms of contributing to overall emissions. London Borough of Haringey Council could identify traffic composition figures (%cars, %buses, % HGV, %LGV etc) and use the DfT emission factors calculator to assess the potential emissions from each vehicle class to gauge whether measures such as modernising the local bus fleet will have a significant impact on reducing air pollution in the local area and beyond.</p>	<p>The plan has been changed to reflect a new objective that the council will seek to work with the newly appointed Director of Public Health to seek to assess the air pollution impact on Health in Haringey.</p>
<p>London Borough of Haringey Council should ensure that clear source apportionment data is included which demonstrate that road vehicles are the dominant source of NOx and PM emissions. It is not clear how important the different sub sets of vehicles are in terms of contributing to overall emissions. London Borough of Haringey Council could identify traffic composition figures (%cars, %buses, % HGV, %LGV etc) and use the DfT emission factors calculator to assess the potential emissions from each vehicle class to gauge whether measures such as modernising the local bus fleet will have a significant impact on reducing air pollution in the local area and beyond.</p>	<p>A source apportionment exercise was carried out previously for the Stage 4 air quality Assessment in 2004.</p> <p>The plan has been changed to reflect a new objective for the council to make an application for defra grant funding for an apportionment project.</p>

Comment Received	Response
<p>London Borough of Haringey Council should include commentary of the scale of NO<sub>x</sub> and PM<sub>10</sub> reduction required in order to achieve concentrations in line with the respective annual mean objectives.</p> <p>sca</p>	<p>The plan has been changed. This has now been included for the diffusion tube monitoring sites at which there have been exceedences of the annual NO<sub>2</sub> objective and can be found at Table 5 in the appendix.</p>
<p>We welcome the indicators that have been included below all highlighted actions. We encourage the Council to adopt these indication within a table that follows the format as shown in Box 4.3 of LAQM TG(09). London Borough of Haringey Council should move to adopt this format of table in place of that included in Table 1. This will ensure fluidity with the way progress is reported annually in future years</p>	<p>The plan has been changed to reflect required format Box 4.3 of the LAQM.TG(09) guidance in their annual reporting to defra and GLA.</p>
<p>The plan is largely consistent with guidelines in LAQM.PG(09) and the Council should be commended on the detail provided in the draft action plan.</p>	<p>No change to plan required</p>
<p><b>GLA – Development and Environment.</b></p>	
<p>The overall plan is clear, concise and generally follows the guidance outlined in LAQM PG(09)....The plan provides a good overview of other relevant plans and regional policies that are likely to have a bearing on local air quality.</p>	<p>No change to plan required</p>
<p>The London Borough of Haringey should be commended on their updated Action Plan. It contains all the measures that are key to the Mayor's strategy to improve emissions from both</p>	<p>No change to plan required</p>

Comment Received	Response
<p>transport and non-transport sources. It also contains awareness raising activities to improve public protection from poor air quality within the borough.</p>	
<p>We also welcome the use of SMART measures, clearly indicating how each measure will be monitored during its implementation. We understand the challenge of achievement of the air quality objectives within the borough.</p>	<p>No change to plan required</p>



# **APPENDIX 2**

## **London Borough Of Haringey**



# **Air Quality Action Plan**

## **2010 - 2018**

**July 2010**

## Document Control

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### Version History

<b>Version</b>	<b>Change/Reasons for Change</b>	<b>Date</b>
V1	Initial draft	28/09/2010
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V1	<i>Internal Management Team</i>	9/2010
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## Executive Summary

The borough of Haringey, like most other London boroughs and urban areas, experiences poor air quality, the main contributor being road traffic. Air pollution in Haringey is largely due to the vast number of vehicles that travel through the borough and the dense network of roads and buildings which not only emit pollution, but also prevent pollution from dispersing. In addition, local air quality is affected by pollution generated outside of the borough boundary and so achievement of the Government's air quality targets requires coordinated action from the Government, Mayor of London and from within the council.

In 2001 the whole borough was declared an Air Quality Management Area (AQMA), for the pollutants of nitrogen dioxide and respirable particles (PM10). Local authorities have a duty under the Environment Act 1995 to "prepare a written plan in pursuit of the achievement of the air quality standards and objectives in the designated Air Quality Management Area"; i.e. to detail the Council's proposals and actions to work towards the Government's air quality objectives in respect of the pollutants of concern. The Council produced and published its first Air Quality Action Plan (AQAP) in 2003. Some progress was made against key actions in the 2003 AQAP such as;

- Successful lobbying for a London wide Low Emission Zone (LEZ), the first phase of which came into operation in February 2008.
- Approval and publication of the Council's Transport Local Implementation Plan (LIP). This sets out the Council's commitment towards achieving the objectives of the Mayor's Transport Strategy and includes a range of measures to reduce vehicle pollution and encourage a modal shift away from cars.
- In 2008/2009 a total of 12 electric vehicle charging points were installed in 5 car-parks across the borough.
- All schools in Haringey have completed travel plans and there are 5 workplace travel plans in place across the borough in 2008/2009
- The Council has its own staff travel plan.
- There are 27 car clubs at 14 on-street location in 2008/2009
- Inclusion of policies in the Unitary Development Plan (UDP) to support air quality.
- Improvements to our network of air pollution monitoring stations.

A decision was made to update the AQAP partly as a result of the proposed publication of several significant strategic documents in relation to air quality; such as the Mayors latest Air Quality Strategy 'Clearing London's Air'. In addition we have recently undertaken local air quality modelling in partnership with neighbouring boroughs; providing further baseline information for this updated action plan.

The main objectives of the revised AQAP are to:

- Demonstrate the Council's commitment to improving air quality and lead by example

- Provide an overview of local key policies with respect to air quality thus inform about air pollution
- Improve air quality whilst maintaining value for money and to explore wider economic opportunities.
- Involve all relevant council departments and external agencies where appropriate, to ensure a balanced and integrated approach Haringey
- To improve the quality of life and health of the residents and workforce in Haringey.
- To fulfil statutory obligations for local air quality management and assist the UK Government and Mayor of London in meeting air quality Limit Values

This AQAP outlines how Haringey intends to fulfil obligations for air quality management and how we will monitor the effectiveness of the measures introduced. It also outlines the main sources of pollution in the borough. The measures proposed in this plan centre around firstly, transport measures, such as the Council's fleet emissions, car clubs, electric vehicles, travel plans and cycling. Secondly, non transport measures such as new and car free developments, biomass and industrial emissions and lastly awareness raising measures, such as providing pollution information through monitoring, awareness in schools and promoting reduced car use. Where applicable, each highlighted measure has a monitoring indicator. It is these indicators that will be reported on each year. The Council has limited powers to improve air quality, so much of the measures within this AQAP are already required of the council. The measures within this plan complement other corporate policies such as transportation, planning and the overarching Councils Core strategy.

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**References.**

# 1 Introduction

Poor air quality harms human health and can increase the incidence of cardiovascular and lung disease. London has some of the worst air quality in the country, which is primarily due to the density of developments and its geographical location. All local authorities are required to assess air quality and identify areas where it is unlikely to meet objectives set by the Government. The objectives have been set at levels at which minimal effects on human health are likely to occur. Air quality in Haringey does not meet the objectives for annual average nitrogen dioxide and daily average fine particles (PM10). As a consequence, the whole borough has been declared an Air Quality Management Area for these two pollutants.

This document outlines measures that the council aspires to take, and in some instances is already taking, to improve air quality in the borough. Some measures are already underway such as reducing emissions from the council fleet and buildings, controlling emissions from construction sites and new developments and installing electric vehicle charging points. This AQAP focuses on measures that work towards reducing levels of nitrogen dioxide and fine particles (PM10 and PM2.5). The key priority measures that are proposed in this plan include:

- Reducing emissions from the council fleet;
- Increasing number of electric vehicle charging points;
- Increasing number of car club memberships;
- Travel plans (Council & Schools);
- Implementation of reduced speed zones; and
- Improved cycling infrastructure.

Dealing with poor air quality requires coordinated action from a wide range of organizations, both internally and externally to the council. Measures detailed in this plan reflect action being taken by the Mayor of London and the Government, as well as locally. Following publication of this AQAP, an annual report will be produced detailing progress with actions, the latest monitoring data and any other relevant information.

## 1.1 National and Regional Air Quality Regulations

### Local Air Quality Management (LAQM)

#### National

Existing and future pollutant levels in the UK are assessed in relation to the national air quality objectives, established by the Government. The air quality objectives incorporated into UK legislation are derived from the Limit Values prescribed in the EU Directives and transposed in national legislation by each member state. The Air Quality Standards (England) Regulations 2007 details the objectives for the ten pollutants of concern.

The Environment Act 1995 requires the Government to produce a National Air Quality Strategy. In July 2007, the Government published the revised National Air Quality Strategy for England, Scotland, Wales and Northern Ireland, setting out national policies measures for the management of ambient air quality to protect human health. The Government's aim for air quality policy in the UK is to ensure that all polluting emissions and ambient air quality generally throughout the country do not cause harm to human health, vegetation and the environment. The purpose of the national strategy is to map out, as far as possible, the future of ambient air quality policy in the UK to 2005 and beyond; looking towards the EU air quality limit values to be achieved by 2010 and beyond.

The strategy sets out health based standards for eight main pollutants with the air quality objectives for seven of these pollutants that must be achieved by various dates to 2010, depending on the pollutant. The strategy identifies the action that needs to be taken at international, national and local level and provides the framework that allows relevant groups, such as industry, business, and local government to identify the contributions they can make to ensure that the air quality objectives are achieved. The strategy also contains a new standard for very fine particles (PM<sub>2.5</sub>); which are particles measuring less than 2.5 micrometers' in diameter. There is no 'safe limit' for these very fine particles as it is considered that exposure presents a significant risk to health as they may be inhaled very deeply into the lungs.

Part 1V of the Environment Act 1995 places a duty on local authorities to regularly review and assess air quality in their areas, and to determine whether or not the air quality objectives are likely to be achieved. Where exceedences are considered likely, the local authority must then declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan setting out the measures it intends to put in place in pursuit of the objectives.

## 1.2 Air Quality Objectives

The air quality objectives applicable to LAQM in **England** are set out in the Air Quality (England) Regulations and are shown in Table 1.1. This table shows the objectives in units of microgrammes per cubic metre  $\mu\text{g}/\text{m}^3$  (milligrammes per cubic metre,  $\text{mg}/\text{m}^3$  for carbon monoxide) with the number of exceedences in each year that are permitted (where applicable).

**Table 1.1 Air Quality Objectives included in Regulations for the purpose of Local Air Quality Management in England.**

	Concentration	Measured as	
<b>Benzene</b>	16.25 $\mu\text{g}/\text{m}^3$	Running annual mean	31.12.2003
	5.00 $\mu\text{g}/\text{m}^3$	Running annual mean	31.12.2010
<b>1,3-Butadiene</b>	2.25 $\mu\text{g}/\text{m}^3$	Running annual mean	31.12.2003
<b>Carbon monoxide</b>	10.0 $\text{mg}/\text{m}^3$	Running 8-hour mean	31.12.2003
<b>Lead</b>	0.5 $\mu\text{g}/\text{m}^3$	Annual mean	31.12.2004
	0.25 $\mu\text{g}/\text{m}^3$	Annual mean	31.12.2008
<b>Nitrogen dioxide</b>	200 $\mu\text{g}/\text{m}^3$ not to be exceeded more than 18 times a year	1-hour mean	31.12.2005
	40 $\mu\text{g}/\text{m}^3$	Annual mean	31.12.2005
<b>Particles (PM<sub>10</sub>) (gravimetric)</b>	50 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 35 times a year	24-hour mean	31.12.2004
	40 $\mu\text{g}/\text{m}^3$	Annual mean	31.12.2004
<b>Sulphur dioxide</b>	350 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 24 times a year	1-hour mean	31.12.2004
	125 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 3 times a year	24-hour mean	31.12.2004
	266 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 35 times a year	15-minute mean	31.12.2005

Note 1: There are new obligations for Particles (PM<sub>2.5</sub>) which are not required to be included in the local authority LAQM duties.

Note 2: The Limit Values remain in force for every year after the target date.

### 1.3 London and the GLA Air Quality Strategy

The Mayor of London is required under the Greater London Authority Act 1999 to produce eight strategies, including an Air Quality Strategy for London. The Mayor's 'Cleaning London's Air' Air Quality Strategy; published in 2002; contains policies and proposals intended to improve London's air quality towards the objectives in the Government's National Air Quality Strategy. The strategy explained London's current air quality, sources and predictions of future levels of pollution. It set a strategic

framework for dealing with Air Quality problems for London. A change of Mayor of London has produced a revised London air quality strategy; 'Clearing the Air' which details Transport and non-Transport measures for tackling air pollution in London. Through this strategy and others such as London Plan, the Transport Strategy and the Energy Strategy there are interrelated ideas / considerations for the London boroughs to take forward to work towards an improvement in local air quality.

All London boroughs are required to have regard to the Mayor's Air Quality Strategy when undertaking their LAQM duties and to ensure their Local Development Plans and their Local Implementation Plans (LIPs) are in general conformity with the Mayor's London Plan and the Mayors Transport Plan; which are the strategic plans setting out the planning framework for future spatial development and transport in London. The Mayor also produces the London Atmospheric Emissions Inventory for use by boroughs in discharging their Local Air Quality Management duties.

### **Impact on health**

The House of Commons Environmental Audit Committee heard evidence during its investigation into air quality in 2010 <sup>(1)</sup> that at least 3,500 people in London die prematurely each year due to poor air quality, and this figure could be as high as 8,000. The Committee also heard evidence that particularly vulnerable individuals could have their lives cut short by up to 9 years. This impact on mortality is generally attributed to fine particles.

An independent investigation, commissioned by the Greater London Authority, into the mortality impacts of particulate air pollution, suggests that in 2008, when the air quality was relatively good, the figure was likely to be 4,267<sup>(2)</sup>. A study involving school children in East London has revealed that the lung capacity of 8 and 9 year olds is 5% lower than the national average, with 7% of the children having a lung function at a level internationally regarded as hazardous<sup>(3)</sup>.

(1) **House of Commons Environmental Audit Committee**, Air Quality Fifth Report of Session 2009 – 10. Volume 1

[www.publications.parliament.uk/pa/cm/cmenvaud.htm](http://www.publications.parliament.uk/pa/cm/cmenvaud.htm)

(2) **Dr Brian G Miller Institute of Occupational Medicine**. Report on estimation of mortality impacts of particulate air pollution. Consulting report P951-001. June 2010

[www.london.gov.uk/publication/mayors-draft-air-quality-strategy](http://www.london.gov.uk/publication/mayors-draft-air-quality-strategy)

(3) [www.news.bbc.co.uk/1/hi/world/africa/8092182.stm](http://www.news.bbc.co.uk/1/hi/world/africa/8092182.stm)

## 1.4 Air Quality in Haringey

Since 1991 the council has been monitoring air quality in accordance with the requirements set out in Part IV of the Environment Act 1995. The current locations of the monitoring sites across Haringey are seen at Appendix 1.

During the first stage of the Review and Assessment of air quality in the Council's area, it was determined that all of the health based pollutants would be achieved by their objective date, except for the pollutants for nitrogen dioxide (NO<sub>2</sub>) and respirable particulate matter (PM10). Exceedences of the air quality objectives for these two pollutants were predicted along main roads in the borough. As required by the LAQM process where exceedences were considered likely an Air Quality Management Area must be declared. In 2001 the decision was taken to declare the whole of the borough of Haringey an Air Quality Management Area for the pollutants of NO<sub>2</sub> and PM10.

Haringey's Air Quality Action Plan was published in 2003. The plan is aimed at reducing NO<sub>2</sub> and PM10 emissions, primarily through measures to reduce traffic flow and vehicle emissions and to promote, improve and encourage the use of more sustainable forms of transport. Other actions focus on measures to raise public awareness of air pollution, greener travel and local policy measures. Of all the 38 measures identified in the Action Plan that work towards meeting the Government's objectives for NO<sub>2</sub> and PM10, the introduction of a London wide Low Emission Zone (LEZ) is the most effective, although a further reduction in traffic levels is required.

Since then, Haringey council has been reporting each year on air quality in the boroughs' area, as required by the LAQM process. Data analysis continues to demonstrate that the London Borough of Haringey was correct in its decision to declare an Air Quality Management Area for the pollutants of PM10 and NO<sub>2</sub>. The latest Air Quality reports are available on the council website:

[http://www.haringey.gov.uk/index/business/licensing\\_regulations/environment\\_and\\_waste/pollutioncontrol/pollutioncontrol\\_air.htm](http://www.haringey.gov.uk/index/business/licensing_regulations/environment_and_waste/pollutioncontrol/pollutioncontrol_air.htm)

Tackling poor air quality remains a challenging task given that Haringey, like other London boroughs continues to breach the air quality objectives for NO<sub>2</sub> and PM10. The dominant source of NO<sub>2</sub> and PM10 emissions in Haringey is road transport with a variety of other sources contributing emissions. According to the latest London Atmospheric Emissions Inventory (LAEI) 2008, compiled by the GLA, contributions of NO<sub>x</sub> emissions in Haringey comprise of 50% from road transport and 43% from gas.

Understanding the sources of PM10 and NO<sub>2</sub> emissions plays an important role in determining what measures should be introduced to improve air quality. At a local level, Haringey's primary role is to implement measures to minimise NO<sub>2</sub> and PM10 emissions in the borough.

### Particulate Matter

Particles vary in size, with those measuring 10 micrometers (µm) or less referred to as PM10. PM10 concentrations comprise particles from a variety of sources at a given location. Primary particles arise directly from natural and man-made sources. Natural sources include pollen, sea salt and sand particles. Man-made sources are predominantly from combustion sources such as motor vehicles, gas and wood fired boilers and bonfires. These particles are released in the fine size fraction – PM2.5 (<2.5µm). Coarse sized particles (2.5-10 µm) arise from industrial processes, such

as cement batching plants and construction and demolition work. These particles tend to have an impact close to the emission source. The wearing of vehicle tyres and brakes, plus the re-suspension of deposited particles on road surfaces have been the focus of increased attention as important sources of fine and coarse particle emissions in urban areas.

Secondary particles are produced from the chemical reactions in the atmosphere involving gases such as nitrogen oxides and volatile organic compounds. These exist as PM<sub>2.5</sub> and have a regional rather than local influence, dispersing over a wide area. Consequently, a large proportion of the particulate matter emissions in the UK are from Europe and as far as Africa.

The London Atmospheric Emissions Inventory (LAEI) 2008 estimates the main contributing sources of PM<sub>10</sub> emissions in Haringey to be from road transport, being the largest source of particulate matter emissions (57%), followed by Agricultural / Nature emissions (17.5%). Road transport can be further divided into vehicle PM<sub>10</sub> emission sources, with heavy goods vehicles and Light Goods Vehicles contributing the greatest emissions.

### **Nitrogen Dioxide**

Nitrogen released from combustion sources such as vehicle engines and gas boilers, it combines with oxygen to form nitric oxide (NO). This further combines with oxygen to form nitrogen dioxide (NO<sub>2</sub>). Whilst nitric oxide is considered not be harmful to health at ambient concentrations, nitrogen dioxide is. Nitrogen dioxide and nitric oxide are referred to together as oxides of nitrogen (NO<sub>x</sub>). During hot and sunny weather, NO<sub>x</sub> and volatile organic compound (VOCs) emissions react in the atmosphere to form ground level ozone. Ozone is one of the main constituents of photochemical smog, with higher concentrations in summer when sunlight and temperatures are higher.

The 2008 LAEI estimates that the main direct sources of NO<sub>x</sub> emissions in Haringey were road transport (50%) and gas boilers (43%) with rail contributing 6%. The vehicle types responsible for the largest contribution of NO<sub>x</sub> emissions from road transport are cars and heavy goods vehicles.

Table V in the appendices illustrates the percentage reduction in concentrations at each of the monitoring sites where the measurements of NO<sub>2</sub> exceed the annual average of 40 µg/m<sup>3</sup>.

## **1.5 Haringey's Air Quality Modelling.**

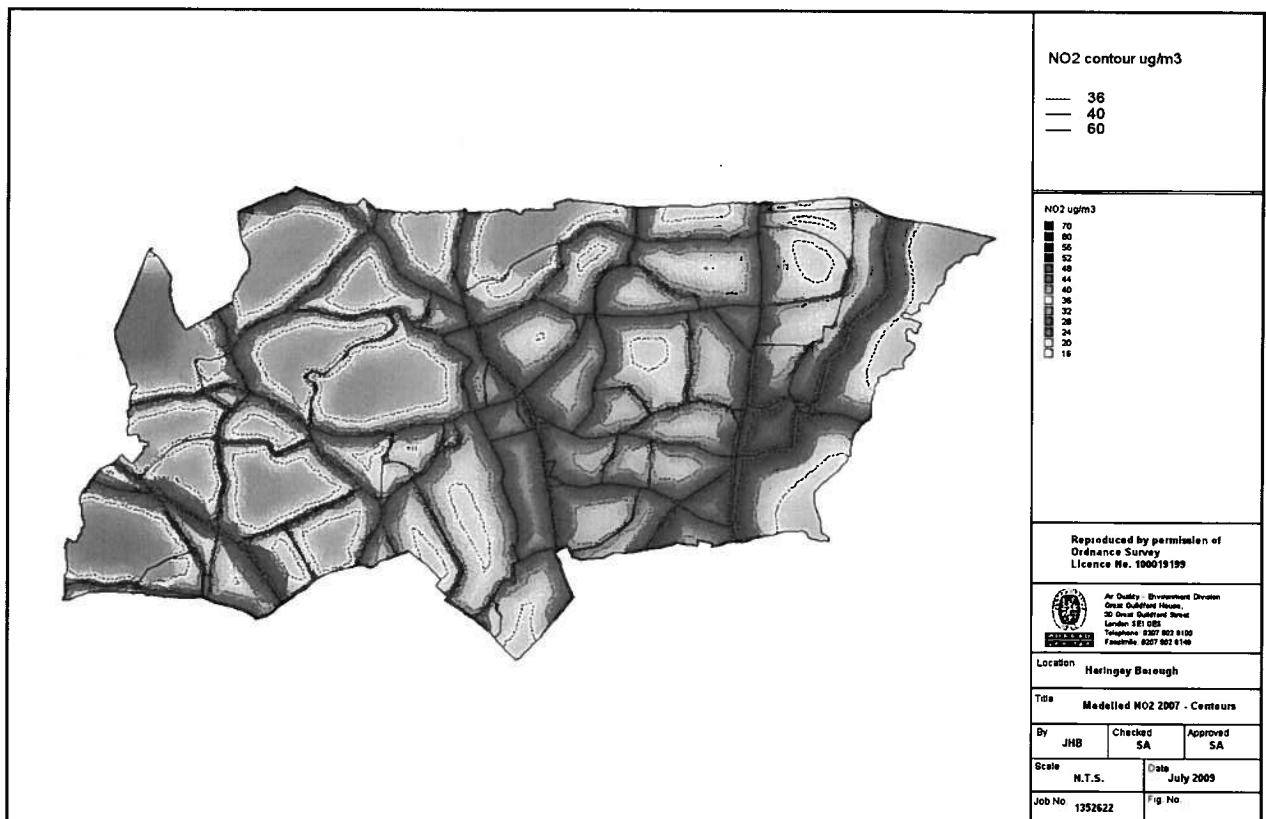
In August 2009, in joint partnership with seven boroughs in the North London Air Quality cluster group, an update of air quality dispersion modelling was commissioned for road traffic emissions for the pollutants of PM<sub>10</sub> and NO<sub>2</sub> for each borough. For Haringey, this included a borough wide air quality assessment to update the previous modelling carried out in 2001, a detailed scenario air quality assessment for one specific location and identification of 'hotspot' areas; that are predicted to exceed the air quality objectives. Tottenham Hale gyratory was chosen for the scenario assessment and there 14 hotspot areas are predicted to exceed 60µg/m<sup>3</sup> annual mean NO<sub>2</sub> and therefore presents a potential risk for the hourly NO<sub>2</sub> objective. The full report is available on the council website at the link above.

Updated emissions inventories, refinement in modelling technology, advances in vehicle technology and changes in traffic types flows due to recent changes in London, such as the low Emissions Zone and Congestion Charge and new data, all influenced the need for a more up to date picture of air quality in the borough.

Figures 1 and 2 show modelled annual mean concentrations of nitrogen dioxide and particulate matter across the borough. The maps clearly follow the boroughs busiest and main roads. The annual mean air quality standard for nitrogen dioxide ( $40\mu\text{g}/\text{m}^3$ ) is shown to be exceeded at roadside building facades, with the highest concentrations predicted at certain junctions. The daily mean particulate matter air quality standard ( $50\mu\text{g}/\text{m}^3$ ) is breached at slightly fewer receptor locations. This modeling exercise reveals that improving air quality will continue to be challenging, especially at the most heavily trafficked parts of the borough.

Figure 3 shows the identified 'hotspots' that are predicted to exceed the  $60\mu\text{g}/\text{m}^3$  annual mean  $\text{NO}_2$  and so a risk of exceeding the hourly  $\text{NO}_2$  objective. Recommendations for additional monitoring in these areas is made to determine whether there is exceedence of the hourly  $\text{NO}_2$  objective, which may require further declaration of AQMA areas for the hourly  $\text{NO}_2$  objective.

Figure 1 - Modelled  $\text{NO}_2$  Annual Mean 2007 for Haringey



As can be clearly seen,  $\text{NO}_2$  exceedences of the objective are adjacent main roads. Again, this is consistent London wide.

Figure 2 - Modelled PM<sub>10</sub> Annual Mean 2007 for Haringey

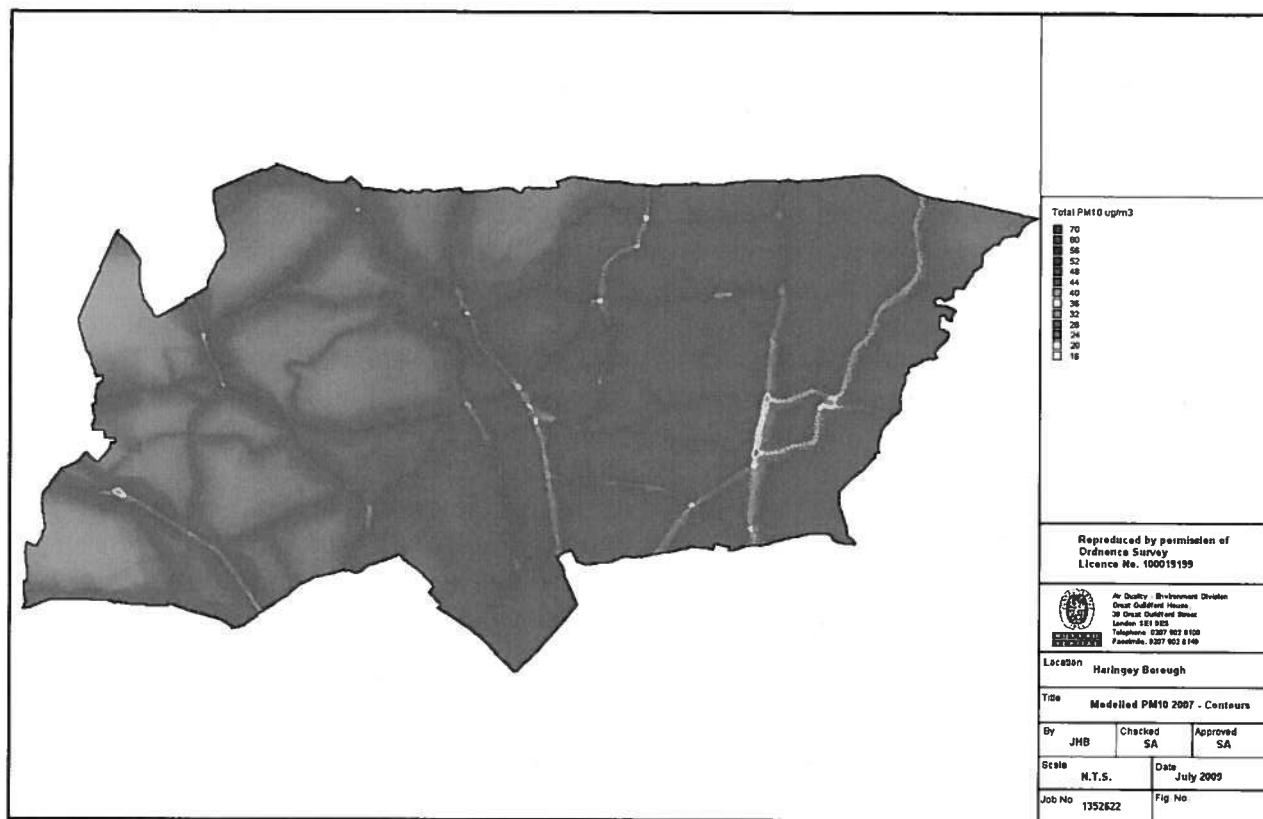
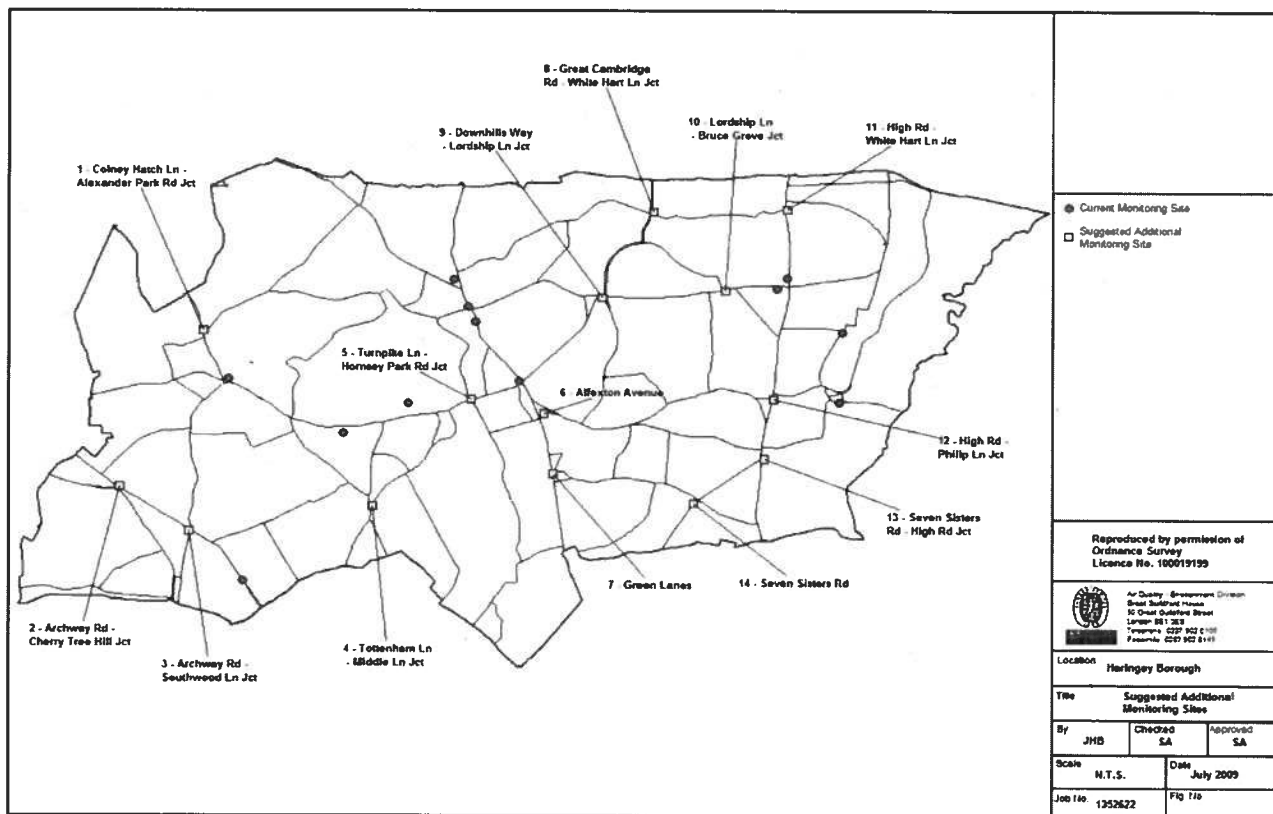


Figure 3 - Identified 'Hotspots' Where Additional Monitoring Recommendations Have Been Made



As a result of this updated borough wide air quality assessment, the council has taken the decision to update the 2003 AQAP. It is considered that the AQAP has now reached the end of its lifespan with many of the actions having been completed, although some actions are constant, as a result of statutory obligation.



## **2 Haringey's supporting Plans and Strategies**

### **2.1 The Sustainable Community Strategy**

The Sustainable Community Strategy, 'A Sustainable Way Forward', is the council's overarching plan for Haringey. It provides a ten year vision from 2007 to 2016 for Haringey and was adopted by the council following extensive consultation. The main aim of the strategy is to improve the quality of life for everyone and it sets out the council's ambitions for the borough and how the council wants Haringey to be like in 2016. The Community Strategy also addresses issues that are key challenges and opportunities for Haringey.

The vision for the borough to 2016 is:

"A place for diverse communities that people are proud to belong to"

The six sustainable community priorities are:

- People at the heart of change
- have an environmentally sustainable future
- have economic vitality and prosperity shared by all
- be safer for all
- have healthier people with a better quality of life, and
- be people and customer focused

Predominantly focussed towards climate change and carbon emissions, the environmentally sustainable future vision gives a nod towards air pollution; ... "Poor air quality, road congestion and homes and buildings that are poorly built and costly to heat, diminish both our quality of life and our well-being."

Progress of the six sustainable community priorities above are reported annually. Further detail is available at the following link:

[http://www.haringey.gov.uk//index/council/hsp/partnership\\_strategies\\_and\\_plans/sustainable-community-strategy.htm](http://www.haringey.gov.uk//index/council/hsp/partnership_strategies_and_plans/sustainable-community-strategy.htm)

### **2.2 The Council Plan**

The Council Plan sets out the Council's vision and priorities. It is updated annually to reflect any changes in Council priorities and identify what key activities are being undertaken to address changing local and national circumstances.

The Council's vision is to be "A Council we are all proud of"

The Council's priorities are:

- A Greener Haringey - becoming one of London's greenest boroughs
- A Better Haringey - cleaner, greener and safer places

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- A Thriving Haringey - encouraging lifetime well-being at home, work, play and learning
- A Caring Haringey - promoting independent living while supporting adults and children when needed.
- Delivering Change and Improving Quality – customer focused, cost effective achieving high levels of satisfaction

The Council Plan shows the council's performance against the best value performance indicators, comprehensive performance assessment and other local indicators. It shows what we shall do to achieve our priorities in the coming year and informs the council's business planning process, at all levels of the organisation, through to individual staff. The plan is updated annually.

Detailed information can be found in the Council Plan at the following link:

[http://harinet.haringey.gov.uk/index/council/performance\\_and\\_finance/councilplan.htm](http://harinet.haringey.gov.uk/index/council/performance_and_finance/councilplan.htm)

### **2.3 Greenest Borough Strategy**

The Greenest Borough Strategy was adopted by the council in 2008 and sets out how the Council will take forward actions to tackle climate change and embed environmental sustainability into all the council does.

Haringey Council is committed to creating a greener, more sustainable environment for its residents and visitors to the Borough and recently produced 'The Greenest Borough Strategy 2008 – 2018' to support this commitment. This sets out an overarching strategy for improving quality of life, wellbeing and to create a cleaner, greener and safer Haringey. It provides a framework for a coordinated approach to tackling environmental issues in Haringey.

In December 2006 Haringey council signed the Nottingham Declaration, thereby committing to a plan of action to significantly reduce greenhouse gas emissions and to work towards the Government target of 60% carbon dioxide emissions by 2050. Although primarily focussed on climate change and aspires to a committed 40% carbon emissions reduction across the borough, within the document, Priority 3, 'Managing Environmental Resources Efficiently' makes reference to improving local air quality and reducing the borough's indirect greenhouse gas emissions as one of the six objectives. Priority 6, 'Promoting Sustainable Travel' lists the two objectives to 'Reduce Car and Lorry Travel' and, 'Improve Public and Community Transport'.

This Air Quality Action Plan details the Council's approach to the management of local air quality, it will complement and link with other relevant strategies.

### **2.4 Core Strategy**

Replacing the Council's Unitary Development Plan (UDP), Haringey's Core Strategy is the new plan for the future developments of the borough up to 2026. The plan sets out how the Council will deliver a better choice of high quality design, affordable housing, better community facilities, more schools and training opportunities, improved public transport and more attractive and safer streets and parks.

The Core Strategy forms part of the Local Development Framework, a folder of documents to guide planning and development in the borough for the next 15 years. Haringey's Core Strategy is the key Development Plan Document. Together with the London Plan and Haringey's emerging Development Management Policies, these three documents make up the statutory 'development plan' for Haringey.

The Council has developed a series of strategic priorities detailed in the Sustainable Community Strategy document. These priorities set the basis for the Core Strategy and its objectives. These objectives are developed further in the Core Strategy Strategic policies. A total of twenty five core strategy objectives have been identified against the 5 strategic priorities from the overarching Sustainable Community Strategy. Of the 25 objectives, one is directly associated with the management of air quality in the borough. Set under the Sustainable Community Strategic priority of 'An Environmentally Sustainable Future' is the core strategy objective *"to manage air quality within the borough by travel planning, promotion of walking, cycling and public transport. To promote the use of more sustainable modes of transport."* The detail is contained in the Core Strategy Policy 7. This policy focuses on promoting sustainable travel and making sure all development is properly integrated with all forms of transport. Haringey will support development that improves the integration of land use and transport. Further detail on the Council's approach to environmental protection is set out in the Development Management Document (DPD) and the Sustainable Design and Construction (SPD).

All Core Strategy policies are interrelated and should not be viewed in isolation. Core Strategy policies do not repeat national or London Plan policies, but do refer to specific national and regional targets. The Core Strategy should be read alongside the London Plan.

There are some key regeneration projects within the borough including Tottenham and Haringey Heartlands, Tottenham High Road regeneration corridor, the Upper Lea Valley and Wood Green and the measures detailed below will form part of the planning proposals and decision making process where practicable.

## **2.5 Haringey's Transport Strategy (LIP)**

The Mayor of London has published his revised Transport Strategy covering the period 2011 to 2031. At the same time there is a revised London Plan and the Economic Development Strategy; together the three strategies determine London's economic and social development over the next 20 years.

At the local level, implementation of the Mayor's Transport Strategy (MTS) is delivered in Haringey by the Local Implementation Plan (LIP). Haringey has identified the borough transport objectives and developed its LIP based on the goals and challenges within the MTS and the sub regional transport plan for North London. Haringey has identified 11 transport objectives; objective No. 6 is specific to air quality;

*"Improve air quality within the borough through initiatives to reduce and mitigate the effects of pollutant emissions from road and diesel operated rail transport."*

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The overall traffic and transport investment programme (Local Implementation Plan) in the borough is designed to improve road safety and encourage shifts to more sustainable modes of transport; something that evidence suggests is being achieved. The numbers of new pedestrian crossing facilities, cycle and bus facilities are an indication of this purpose. Traffic volumes in Haringey have fluctuated over the last decade, with a sustained increase recorded between 2004 and 2007, followed by a reduction during 2008 which equates to a 2% overall reduction in traffic volumes since 2001.

TfL allocates LIP funding to boroughs for transport projects through 4 main categories, Corridors/Neighbourhoods, Smarter Travel, Major Schemes and Maintenance. The corridors programme consists of developing holistic schemes that address issues relating to the smoothing of traffic flow, bus reliability, local safety, cycling, walking and the public realm. Identification of corridors are based on the A road network in the borough excluding TLRN routes as these roads are likely to present the greatest problems in terms of congestion and traffic flow. Other roads such as B roads are addressed through Neighbourhood funding. The neighbourhoods programme consists of schemes which deliver local area improvements including CPZs, 20mph zones, accessibility and the reduction of street clutter, environmental schemes including air quality improvements, the expansion of the car club network and increasing the number of electric charging points. Haringey's LIP includes measures such as Cycle Highway Schemes, Cycle Parking, Electric Charging Points, Better Streets and Cleaner local authority fleets which will help to deliver the Mayor's goals and objectives at the local level.

Haringey Council has identified the following as priority for the Corridors and Neighbourhoods programme:

- Wood Green High Road, Green Lanes corridor and the adjoining residential neighbourhoods of Hornsey Park and St. Ann's.
- Tottenham Hale and Tottenham Green neighbourhoods as part of the Tottenham Hale Gyratory complementary measures
- Seven Sisters and North Tottenham neighbourhood and corridors.
- Local safety scheme programme
- DIY streets/20mph zones
- Biking Borough strategy delivery
- Local cycle routes
- Cycle training
- Electric charging points
- Car club scheme development
- Workplace Travel Plans

Highway congestion hotspots in Haringey have been identified and include town centres, particularly Wood Green High Road through to Green Lanes and Seven Sisters through Tottenham High Road to Edmonton. Other congested hotspots include Seven Sisters Road, the Tottenham Hale Gyratory, the A10 (Great Cambridge Road), the A406 North Circular Road, and key routes to access

both the A10 and the A406. Not all of these priority areas correspond to the air pollution hotspots. Of the 14 air quality hotspots identified in the modelling, 7 are located on the TfL routes, over which Haringey has no control.

Further detail is contained within Haringey's LIP 2011 – 2014.

## **2.6 Tree Strategy**

Trees play an essential role in towns and cities providing a wide range of environmental, economic and social benefits that contribute to people's health and well being. Trees can make the urban environment a healthier, attractive and more comfortable place to live and work. Some benefits are measurable – such as improvements in air quality, many are not, but they can have a positive impact on the lives of those living and working in the urban environment.

The Council Tree strategy provides a framework for the management and maintenance of council owned trees and enhancement of its stock. Application of the policies within the Tree Strategy will ensure trees within Haringey are managed in a pro-active and systematic manner, leading to improvements in tree health and a more sustainable tree population. The Tree Strategy outlines the council's commitment to increasing the total number of trees under its ownership. New trees will be planted in streets, parks and housing sites.

## **2.7 Haringey Biking Borough Strategy / Action Plan**

Studies in London have revealed that, over short distances the pedal cycle is capable of being the fastest, most inexpensive, reliable and beneficial form of wheeled transport. It is particularly suitable for local trips, a third of which are under a mile long, and 85% of which are less than five miles in length. Cycling, together with other measures such as travel plans, traffic restraint and initiatives to encourage more walking is crucial to reducing congestion, improving the environment and promoting social inclusion and better health.

Haringey has a network of cycle routes across the borough including cycle lanes on main roads, separated cycle lanes and special fully signed, quiet routes. Haringey's cycle strategy objectives aim to maximise the role of cycling in Haringey within an overall framework of road danger and traffic reduction, and sustainable development.

## **2.8 Sustainable Modes of Travel to School Strategy**

The Education and Inspections Act 2006 placed a duty on all local authorities to produce a 'Sustainable Modes of Travel Strategy'. The strategy contains plans to help make walking, cycling and public transport a realistic and attractive option for journeys to and from schools in the borough.

The strategy aims to:

- Reduce the number of people travelling to school and college by car and increase the numbers walking and cycling

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- Improve the information that parents and pupils have about the different ways they can travel to school
- Improve the safety of routes to and from schools
- Improve the health and wellbeing of children
- Improve accessibility to, from and between schools

Under this overarching strategy, every school in Haringey now has a School Travel Plan in place.

## **3 Haringey's Action Plan Objectives and Measures**

### **3.1 Objectives and Measures:**

This revised action plan identifies the most up to date initiatives already being implemented or to be implemented by Haringey to reduce NO<sub>2</sub> and PM10 emissions from the affecting main emission sources – road transport, new developments and small industrial processes.

An integrated approach to improving local air quality at priority locations has been adopted in the new Air Quality Action Plan. This will help to ensure that policies and initiatives related to air quality, transport and planning are balanced and coordinated across the Council. In the long term, tackling air quality issues together achieves greater cost savings and health benefits.

The main objectives of the Action Plan are to:

- Demonstrate the Council's commitment to improving air quality and lead by example
- Provide an overview of local key policies with respect to air quality
- Improve air quality whilst maintaining value for money and to explore wider economic opportunities.
- Involve all relevant council departments and external agencies where appropriate, to ensure a balanced and integrated approach Haringey
- To improve the quality of life and health of the residents and workforce in Haringey.
- To fulfil statutory obligations for local air quality management and assist the UK Government and Mayor of London in meeting air quality Limit Values

The Plan comprises of three main sections of Transport Measures, Non-Transport Measures and Awareness Raising. Under each of these three sections are measures of specific relevance and interest to Haringey for implementation where practicable, at the identified priority areas and so are likely to affect a decrease in emissions of the pollutants of concern, NO<sub>2</sub> and PM10.

The council will demonstrate how ongoing progress is being made with delivering the measures proposed in this action plan by using performance indicators. Quantification of air quality reductions in NO<sub>2</sub> and PM10 emissions will be made where possible.

### **3.2 Transport Measures:**

The dominant source of emissions of NO<sub>2</sub> and PM10 in Haringey arises from road transport which the Council has little control over. Across London, monitoring evidence shows background levels of NO<sub>2</sub> to be increasing. This is consistent with the increase from petrol to diesel fuelled cars as the dominant source of NO<sub>2</sub> in urban areas is attributed to diesel fuelled vehicles; such as London buses which fall under the responsibility of the Mayor of London and road transport emissions from major

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roads outside of borough. In order to help lower PM10 and NO<sub>2</sub> concentrations across London, the Mayor introduced the Low Emission Zone in February 2008.

Londonwide it has been estimated that by 2031 there will be an additional 1.3 million people making an extra 3 million journeys made each day. In Haringey alone it has been calculated that this equates to a 16% increase in journeys made each day. The continuing need for new housing in Haringey due to the increasing population, changes in social structure (e.g. households are getting smaller and the population is ageing) and the increasing need for affordable housing will result in additional travel demand and contribute to already congested sections of the borough transport network.

Reducing NO<sub>2</sub> and PM10 emissions from road transport is one of the most important routes to improving air quality in Haringey. Lowering the number of vehicles on our roads, easing congestion, encouraging residents and businesses to use less polluting forms of transport, and improving driver behaviour are key methods to reaching this goal. The Council is addressing some of these issues through a wide variety of measures.

The following Transport measures are measures identified through the Mayors Transport strategy; endorsed and funded by TfL, the Mayors air quality strategy and the London Plan. The measures identified below can be implemented where practicable at the priority hotspots, areas and corridors identified above.

### ***Measure 1 – To Lead by example and reduce Emissions from the Council Fleet***

Improvements in vehicle exhaust emissions are necessary to lower PM10 and NO<sub>2</sub> emissions from road vehicles. Benefits will also be gained in terms of lower carbon dioxide emissions. Low emission vehicles are those which emit the lowest amounts of NO<sub>2</sub>, PM10 and CO<sub>2</sub> and are sometimes referred to as 'Green Vehicles'. This can be achieved using a number of different methods including lowering vehicle size, improving engine design and fuel efficiency, driving vehicles which meet the latest European Emission Standards and fitting pollution control equipment such as diesel particle traps. Low emission vehicles also include those which use clean fuels and alternative technology such as liquid petroleum gas (LPG), compressed natural gas (CNG), biofuels (biodiesel) and biomethane. Alternative technology includes electric, hybrid and hydrogen fuel cell vehicles.

The Haringey fleet is LEZ compliant, i.e. Euro III standard or higher. Contracted out services using LGVs and HGVs such as street cleansing and waste collection vehicles, are also compliant with the requirements of the LEZ. A Fuel strategy is planned which will inform the Council's sustainable transport and vehicle fleet procurement policies. Green fleet management can bring about cost savings, as well environmental benefits by lowering fuel usage. Improvements in emissions can be achieved by the uptake of clean fuels and technology in particular hybrid, electric and bio-methane in place of diesel vehicles, the adoption of smaller vehicles, the use of new vehicles which meet the latest Euro Standards and fitting pollution control equipment such as diesel particle traps.

**The council is seeking to:**

- **put in place the infrastructure to monitor fuel use, vehicle mileage and vehicle emissions to evaluate vehicle efficiency and report effectively on NI 194.**
- **prepare a fuel strategy for council fleet vehicles.**
- **work towards accreditation with the ISO14001 environmental management scheme for the fleet service.**
- **lead by example and ensure that the Mayors car will be a low emission / electric vehicle.**
- **through the procurement and contract process ensure that vehicles used by contractors to carry out council out-sourced functions are low emission vehicles.**
- **reduce further the payments made to staff for car user allowances and continue to promote the staff travel plan. More stringent criteria have resulted in a 7% reduction in payments. Through the staff travel plan, there is an option in place to exchange the car allowance with a sustainable travel subsidy.**
- **increase the number of secure cycle lock-ups and showering facilities at council buildings to encourage staff to use cycles or walk for work.**
- **adopt National Indicator NI 194, but this can only when an upgrade of the Council computer system to all transport modules of SAP HCM is made to enable data collation of the grey fleet for meaningful baseline data and annual reporting of NI 194.**

These measures can be monitored through the National Indicators for emissions from the council's own estate and operations for air quality; NI 194 and carbon dioxide emissions; NI 185. Information on staff travel will also be gathered in addition to vehicle type, mileage and fuel use as part of NI 194 although this is dependant upon investment in the relevant SAP modules. The baseline data for the NI 185 and NI 194 needs to be collated, robust and accepted by the National Audit Office before any reduction targets can be set. Targets set must adhere to 'SMART'; i.e. Specific, Measurable, Acheivable, Realistic, Timebound.

***Monitoring: NI 194***

**Measure 2 – Electric Vehicle Charging Points**

Electric vehicles are particularly suitable for driving in urban areas like Haringey where short distances are covered. These vehicles produce no air pollution tailpipe emissions and so are beneficial in terms of improving urban air quality. Distances that electric vehicles can travel is gradually increasing due to improvements in battery technology.

Recent research has identified electric and plug-in hybrids vehicles as the most promising technologies that can help achieve significant reduction in CO<sub>2</sub> emissions from road transport in the UK, and deliver benefits to local air quality. The Mayor of London is committed to the take-up and use of electric vehicles in London and has provided funding for 25,000 electric vehicle charging points across the capital by 2015. Haringey council intends to install 45 public charging points by end of 2013. To date there are 13 electric vehicle charging points installed in 6 car parks across Haringey. The scheme in Haringey is administered by Elektromotive Ltd. Only members of the electric vehicle scheme can use the charging points, for which an annual fee, currently set at £50.00 is payable.

Electric vehicle Charging Points are located within the following 6 car parks:

Area	Location	Number of charging point spaces and conditions of use
N22 Wood Green	Bury Road car park, level 1	Two charging point spaces
N22 Wood Green	Shopping City East car park, level 2	Three charging point spaces. Car parking tariffs apply for using these bays
N22 Wood Green	Shopping City West car park, level 2	Three charging point spaces. Car parking tariffs apply for using these bays
N17 Bruce Grove	Stoneleigh Road car park	Two charging point spaces
N10 Muswell Hill;	Summerland Gardens car park	Two charging point spaces
N8 Crouch End	Crouch Hall Car Park	One Charging point space

**The council is seeking to:**

- **to increase the number of public charging points across the borough. Priority will be given to town centre locations, transport interchanges such as railway stations, locations in employment areas and near leisure facilities.**
- **investigate the possibility to exclude or reduce electric vehicles from controlled parking zone payments and other car parking charge schemes that are in operation across the borough and under council control in order to incentivise the take-up of electric vehicles.**
- **increase charging point spaces for new developments through planning conditions and Section 106 agreements.**

***Monitoring: Number of on and off street electric vehicle charging points***

### **Measure 3 – Car Clubs**

Car club membership provides the convenience of using a vehicle without the costs of owning, insuring and parking one. Using a car club vehicle is also a step towards easing parking problems and reducing carbon dioxide emissions as car club cars are usually recently registered vehicles and subsequently have among the lowest emissions of on-road vehicles in their class. Car club users typically give up owning a first or second car on joining; others defer purchasing one in preference to using the car club instead. It is estimated that every car club vehicle typically replaces 23 private cars being taken off the road. Zipcar (formerly Streetcar) has been awarded the contract to operate all on-street car club bays in Haringey

There are now over 3000 Streetcar members in Haringey and membership figures have more than doubled within the last year. As car club membership continues to grow and demand for access to car club vehicles increases in the borough, the Council and the car club operator Zipcar are keen to further increase the number of car club vehicles for which priority will be given to town centre locations and in off-street car-parks.

**The council is seeking to:**

- **expand the number of car club locations, particularly in the East of the borough.**
- **continue work in partnership with Zipcar to increase the number of operational car club vehicles in the borough.**
- **continue discussions with Zipcar to introduce cleaner, alternative fuelled vehicles to the Haringey car-club fleet.**

- **improve car club accessibility for mobility impaired drivers.**

***Monitoring: Number of car clubs and bays in the borough***

**Measure 4 – Travel Plans**

**Workplace Travel Plans:**

A workplace travel plan is a package of measures introduced by employers to encourage staff to travel by greener alternatives than single-occupancy car-use. Such a plan for example, could include a commitment to improve cycling facilities; a dedicated bus service or restricted car parking allocations, or a car sharing scheme. It might also promote flexible-working practices such as remote access and video conferencing.

A travel plan can offer benefits to both the organisation and its employees, and the community that surrounds it. It may help to relieve local parking or congestion problems or improve public transport connections across the area. It may also relieve stress on employees through reducing delays or providing the opportunity to cut their travel commitments by working from home on occasion.

Leading by example, Haringey council staff travel plan was introduced in 2008. Since 2009 the staff travel plan has made significant achievements, most notably reducing single occupancy car trips to work by 5% and increasing cycling to work by 2.5%.

Haringey council has worked with local businesses to implement workplace travel plans. In 2009 eleven work place travel plans had been secured with three voluntary travel plans introduced through the TfL 'New way to work' programme.

**School Travel Plans:**

School travel plans serve to reduce traffic congestion and parking problems around schools. Their aim is to actively encourage children, parents and staff to walk or cycle to school. Walking and cycling boosts health, well-being and allows children, parents and staff to travel independently and safely. Schools are encouraged to also promote public transport such as buses, trains and tubes.

Schools with approved travel plans are awarded grants from Transport for London, and the Department for Children, Schools and Families. Schools can receive funding for anything from engineering measures, to planning curriculum work and classroom resources.

Haringey council has been highly successful in increasing the sustainable travel for school journeys with all 98 state and independent schools in Haringey having a travel plan in place. Overall Haringey schools with travel plans have achieved a decrease in 5.4% of car-use for school journeys between 2004 and 2010. Work is continuing with the schools to implement the sustainable modes of travel identified in each travel

plan. Initiatives include 'WoW' (Walk on Wednesdays) and the Walking bus. Haringey has supported the annual launch of the WOW campaign each year since the first event in 2007. Walking bus routes are currently in operation at the following schools:

- Ferry Lane – 2 routes (Wednesday mornings in operation with a third planned for this academic year)
- Coleraine Park – 1 route (Wednesday morning) established in May 2008
- St Mary's RC Junior School run an informal route, which the school manage.

Other new walking bus routes are planned for St Martin of Porres, St Mary's CE Infants and Junior School, Noel Park Primary School and Risley Avenue Primary and to expand to a new, 3rd, route to Ferry Lane School.

**The council is seeking to:**

- **encourage local businesses to develop and maintain travel plans.**
- **allocate annual LIP funding for the employment of a sustainable transport advisor to promote workplace travel plans and other sustainable travel initiatives through the North London Sub-regional Partnership.**
- **consider matching funding or contribute to the cost of implementing a measure identified within a workplace travel plan up to the value of £2000. For example, the council will consider providing a financial contribution towards the installation of secure cycle parking facilities, lockers or shower facilities.**
- **review Haringey's Corporate staff travel plan and introduce new incentives and initiatives to reduce staff car use.**
- **review all school travel plans and together with other information sources such as accident statistics, will enable the compilation of an annual Barriers to Sustainable Travel Report which will evaluate progress made in reducing barriers and ensure that any new or emerging barriers are addressed as soon as possible.**
- **to monitor each year how young people travel to school, using the iTRACE database and the NI 198.**
- **to continue to provide cycle training to pupils at Haringey's schools.**

***Monitoring: NI 198***

**Measure 5 – 20 mph Zones/DIY Streets**

A 20mph zone combines speed reduction measures and speed limit signs to reduce the average speed of vehicles down to 20 mph. They are successful in improving road safety and reducing casualties on our roads. Statistical studies and the number of vehicle related accidents show where these are needed.

The focus of implementation has to date been largely in the east of the borough where there are relatively high number of road collision casualties. The zones have been put in place to reduce these casualty numbers but also to support social inclusion and regeneration initiatives in these areas. To date the council has implemented 10 x 20mph zones in residential areas across the borough.

In July 2007, Haringey was one of the first boroughs to introduce a CO<sub>2</sub> emissions-based Residential Permit charging system and differential charges for second and more permits per household.

The council is also working with Sustrans (Sustainable Transport Charity) to develop the 'DIY Streets'. It incorporates working with the local community to develop traffic calming and home zone type measures whilst at the same time encourages local residents to adopt more sustainable transport behaviour.

**The council is seeking to:**

- **work in partnership with Sustrans and a group of local streets to pilot the DIY Streets project.**
- **learn from working with Sustrans and further develop the DIY Streets project to other groups of local streets in partnership with local communities. Planned neighbourhoods include Hornsey area, Noel Park estate, North Tottenham and Seven Sisters.**

**Measure 6 – Non-idling Zones**

Motorists who leave their engines running when parked cause unnecessary air pollution emissions. It is currently an offence to leave a vehicle engine idling for more than two (four) minutes whilst parked under the Road Vehicle (Construction and Use) Regulations. From July 2002, local authorities were given powers to enforce these regulations. Authorised officers can ask drivers to switch their engine off if they are deemed to be letting them idle unnecessarily. Should the motorist refuse to turn the engine off, a fixed penalty notice of £20 can be issued. Only a handful of authorities adopted the powers but abandoned enforcement of them as the cost of implementation far outweighed the benefit and the fine of £20.00 is too low to disincentivise drivers from leaving vehicle engines idling.

The Mayors draft Air Quality Strategy is seeking a change in the legislation from central government and for the level of the fine to be increased to that of parking and speeding fines. Haringey council supports this.

In addition to enforcement of idling vehicles, a number of hotspots have been identified in the borough where idling vehicles are problematic, including outside schools.

**The council is seeking to:**

- **encourage the Mayor and Dft to amend the idling vehicle legislation and an increase in the fine.**
- **Investigate the potential to introduce non-idling zones at / around idling vehicle hotspots identified.**

***Measure 7 – Green Travel Promotion/Smarter Travel***

Haringey council considers 'Smarter Travel' initiatives to offer the greatest scope towards the reduction of motor vehicle traffic and encouraging a greater modal shift to sustainable transport. Smarter Travel initiatives aim to encourage the change of travel behaviour to more sustainable forms of transport. A key focus is the provision of practical advice and useful information enabling simple and effective changes to the way we travel.

Travel awareness campaigning is a key element of Haringey Council's aim to reduce car dependency and promote travel alternatives. Six out of ten journeys made in Haringey are less than 5 km long – an ideal distance for walking, cycling or taking public transport. The council encourages the switching of just one weekly car journey for walking, cycling, public transport and car sharing.

Haringey holds local events to promote greener travel, including the popular Bike Week, Doctor bike sessions for commuters, bike rides across the borough and walking. There are over 380 hectares of green open space and nine parks coveted with the Green Flag status in Haringey. Walking is an excellent way to adopt a more active lifestyle and the health benefits can make a difference. In Haringey 31% of all trips are on foot. The council has produced a 'Get Up & Walk' leaflet, promoting walks and trails around the paths, parks and open spaces in Haringey and a 12-mile 'Better Haringey' circular trail around the borough. The Council has developed a Public Rights of Way Improvement Plan that sets out how public rights of way will be improved to meet the current and foreseeable future needs of users, including those with mobility problems. It also provides a focus for investment and enhancements to encourage walking in the medium to long term, including lighting, surfaces and signage.

**The council is seeking to:**

- **continue to promote walking and cycling in the borough.**

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- **influence travel behaviour through the smarter travel initiatives.**
- **continue the Doctor Bike sessions for commuters at strategic locations across the borough.**

**Measure 8 – Cycle Routes and Cycle Parking**

The borough is part of the London Cycle Network and London Cycle Guide No.5 provides a map of Haringey's on and off road cycle routes. The Haringey Cycling Campaign, although independent from the council, works closely with the council to provide cycling facilities in priority locations.

Haringey Council supports cycle training to anyone who lives, works or studies in Haringey and provides free cycle training for children through local schools. The council has contracted out the cycle training provision to Cycle Training UK, via the 'Bikeability' programme.

The council has to date installed over 430 cycle stands across the borough. The programme of cycle parking stands is committed through the LIP, with more stands planned.

Haringey council supports the development and implementation of Greenways Cycle and pedestrian routes. Four links are currently being developed:

- Link 1 Parkland Walk south (between Highgate and Finsbury Park)
- Link 2 Parkland Walk north (between Muswell Hill and Muswell Hill Road)
- Link 3 Finsbury Park to Lea Valley
- Link 4 Highgate to Alexandra Palace Park.

Other Greenway links are planned and prioritised. Further details can be found in the LIP 2011 – 2014.

**The council is seeking to:**

- **continue working closely with the Haringey Cycling Campaign**
- **secure funding to support, continue and complete Greenways routes**
- **invest in infrastructure for cycling in the Borough, on the basis of the categorisation of the cyclists' network as described in Haringey's Cycle Action Plan.**
- **investigate the feasibility of the inclusion of a cycle hub at Wood Green into the London bwide cycle hire scheme.**
- **commit to the programme of increasing the number of cycle parking stands across the borough.**

**Monitoring: Number of off-street and on street cycle parking spaces each year.**

**Measure 9 – North London Transport Forum**

The North London Transport Forum is the sub regional transport partnership for north London and is a sub-group under the North London Strategic Alliance (NLSA). The partnership's ongoing objectives include raising the profile of north London, addressing gaps in transport provision and supporting sustainable growth. North London's sub-regional partnership brings together the boroughs of Barnet, Enfield, Haringey, Waltham Forest and private and voluntary organisations to work on key cross boundary issues related to transport in North London. The partnership plays a valuable role in identifying areas for joint action and securing strategic agreement between the Boroughs and is the instrument through which the sub-regional elements of the Mayor's Transport Strategy are being delivered.

North London already has a population of over 1 million people - greater than the city of Birmingham. This is projected to grow by 160,000, or 15%, by 2016 which will have a direct impact on the transport infrastructure in the sub-region. The sub-region provides the link between central London and three of the Government's growth areas: the London-Stansted-Cambridge Corridor and the Milton Keynes – South Midlands Growth Area to the north and Thames Gateway to the east. Access to and from these growth areas is vital if north London is to successfully support the predicted growth in population. Key challenges for North London are how the existing transport network can address current problems and additional demand placed on it in light of forecast growth.

**The council is seeking to:**

- **continue working closely with the North London Transport Forum**
- **secure funding to support, improve, continue to develop and maintain sustainable transport links.**



### 3.3 Non-Transport Measures

The land-use planning system plays a central role in managing the environmental impacts of new development and contributes to the protection and long-term improvement of air quality. This is achieved by ensuring that new developments do not have a negative impact on local air quality, and that public exposure to air pollutants is reduced in areas which breach the Government's air quality standards. Planning Policy Statement (PPS)23 regards air pollution as a material planning consideration when determining planning applications.

New spatial planning documents will form the Local Development Framework and replace the Unitary Development Plan from 2010. Haringey is currently developing policies, and the evidence to support these policies, which will continue to require that air pollution emissions associated with new developments are minimised, during both construction and operation phases. Planning policies that deliver reductions in carbon dioxide emissions and sustainable developments will be a central theme in the LDF. Attention will be given to balancing measures to reduce carbon dioxide emissions from new developments whilst protecting air quality, especially with regards to the use of biomass.

In 2006 the Council produced Supplementary Planning Guidance on air quality. Although continued to be used for development control purposes, this guidance document is now out-of-date and under the new Local Development Framework (LDF), it will be updated and amended to reflect the (LDF) policy on air quality in the form of a Supplementary Planning Document.

PM10 and NOx emissions can arise during the construction and operational phases of developments, the impacts influenced by the size and location of the development.

***Measure 10 – Determining the Impact of new developments on local air quality***

The majority of new or planned developments in Haringey are residential or mixed-use developments, but few are large enough to have a significant impact on local traffic flows. There have been car-free residential dwellings and the council's UDP has parking standards to limit residential parking. Most major developments are required to implement measures such as travel plans and local improvements to reduce traffic as part of Section 106 agreements. Air quality is recognized as a major planning consideration and all developments in areas adjacent the boroughs main road networks are evaluated for air pollution. Not all planning applications require a detailed air quality assessment to be carried out, but each major application is considered with a regard to air quality.

An air quality impact assessment is required with planning applications which have the potential to cause a negative impact on air quality, particularly in cases where an increase in stationary and/or transport emissions may arise, or where new residents could be exposed to poor air quality. The assessment must have due regard to the London Councils 'Air Quality and Planning Guidance' 2006 (amended 2008) document. Where an air quality assessment shows that a new development is likely

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to have a negative impact on air quality, or expose new residents to poor air quality, mitigation measures will be required.

**The council is seeking to:**

- **require major developments to have an air quality assessment as part of the planning application.**

***Measure 11 – Car free developments***

The Council has been limiting private car use through the planning system. The integrating of land use and transport planning policies, delivered through the Council's Unitary Development Plan and forthcoming Local Development Framework, limits private car use through requiring car free and car capped developments. Supporting measures to reduce the need to travel include the requirement for new development to facilitate sustainable forms of transport such as cycling.

**The Council is seeking to:**

- **require new developments in the borough to reduce transport emissions through the use of car-clubs, be car-free developments, an active travel plan or provision of sustainable forms of transport.**

***Monitoring: Number of transport assessments and travel plans submitted with planning applications.***

***Measure 12 – Control of dust during demolition and construction phases.***

During the demolition and construction phase of a new development, controlling dust emissions will reduce the impact of dust emissions on local PM10 concentrations and prevent nuisance complaints by local residents. Sources of dust include demolition activities, grinding and cutting of materials, stockpiles of dusty materials and re-suspended particles that are deposited on roads carried on the wheels construction vehicles. Construction vehicles and machinery give rise to exhaust emissions of nitrogen oxides and fine particulate matter, which can also impact on local air quality. Haringey requires developers to comply with the 'London Best Practice Guidance to Control Dust and Emissions from Construction and Demolition', 2006 through s106 obligations and the National Considerate Constructors Scheme for medium and major developments. Major developments are required to submit Construction Management Plans which include a risk assessment with planning applications. Construction Management Plans outline best practice measures for controlling dust and air pollution emissions.

**The Council is seeking to:**

- **continue to require all medium and major developments to have a Construction Management Plan submitted at the application stage.**
- **control of demolition and construction dust from developments through an SPD.**

**Measure 13 – Biomass Boilers.**

The Mayors Energy strategy determines biomass boilers to deliver the largest CO<sub>2</sub> savings, at lowest costs, compared to other renewable energy sources and is often the preferred option for meeting the renewable energy target. Particles released from biomass boilers are predominantly in the PM2.5 size fraction, which are associated with the most dangerous impacts to human health. The impacts of biomass combustion on air quality have been recognised in a report commissioned by the London Councils' 'Air Quality Impacts of Wood Fuelled Biomass' in 2007, and the Draft UK Renewable Energy Strategy, 2008. There is concern regarding the cumulative impact on air quality of biomass in urban areas; where Air Quality Management Areas. This presents further challenges in meeting the PM10 and NO<sub>2</sub> air quality objectives in London.

All developments which include biomass are required to carry out an air quality impact assessment. The council will begin a detailed inventory of biomass heating appliances in the borough with technical information. Haringey is seeking s106 agreements from developers wanting to install biomass boilers and will require the use of high quality wood pellets, specific biomass boiler design features, boiler maintenance, particulate matter emission control technology and annual emissions testing as part of this agreement.

Haringey is continuing to work with the GLA and defra to explore further the possibility of legislating against the installation of biomass boilers in AQMA areas and employ other types of renewable energy technology.

The borough of Haringey is designated a Smoke Control Area in accordance with the Clean Air Act 1993. As a result of this legislation, only authorised fuels can be used which do not produce smoke or the heating appliance must be an exempt appliance, such as boilers and small stoves which are fueled using wood in order to operate in the borough. The authorised fuels and exempt appliances are designated as such by the Government. The Clean Air Act is not suitable for controlling fine particle emissions from wood fired heating appliances, as this legislation is designed to deal with smoke. Haringey is lobbying the GLA and defra to amend and update the Clean Air Act legislation.

**The Council is seeking to:**

- **draw up a s106 for developers installing biomass boilers.**
- **use planning conditions to control the emissions from biomass boilers.**

- **maintain a register of biomass boilers operating in the council area.**
- **continue to work with the Mayor of London and defra to update the Clean Air Act 1993 legislation and biomass GLA biomass policy in AQMAs.**

***Measure 14 – Tree Planting.***

Haringey is an urban borough with many varieties of trees. On the streets, housing estates or in the borough parks, there are over 35,000 trees. Calls from the public regarding trees in the borough average some 2,500 calls a year.

Street trees are an integral and sometimes historical component of the urban landscape and as such are valued by local residents. Haringey has a street tree population in excess of 11,000 trees and is increasing the total year on year. Street trees are inspected regularly, with pruning works being carried out where necessary.

Haringey council also operates a tree sponsorship scheme, with the cost and planting of the tree borne by the sponsorer and maintenance carried out by the council.

The Council operates a Tree Warden scheme to improve and encourage community participation in tree related matters. Tree Wardens care for trees and promote the wide range of benefits they provide. A total of 65 residents are registered as tree wardens and 40 have attended 3 or more training sessions.

In the last 3 years 2,450 new trees were planted in Haringey.

**The Council is seeking to:**

- **increase public involvement in the management of Council trees.**
- **improve tree management and create a safer, healthier tree population.**
- **continue to scope and plant 250 new trees each year where applicable.**

***Monitoring: No. of new trees to be planted each year.  
Number of trained Tree wardens actively taking part in events.***

***Measure 15 – Controlling emissions through Climate Change actions.***

Following recent evaluations of the Government's management of the air quality process, defra have recently produced (March 2010) "*Air Pollution: Action in a Changing Climate*". This document identifies that action to reduce climate change effects is also an opportunity to deliver air quality benefits. Actions such as ultra low-carbon vehicles, renewable sources of energy that do not involve combustion and

energy efficiency measures are listed as having air quality/climate change co-benefits. Reference is also made of the need to avoid policies which tackle climate change but damage air quality and vice versa. Electricity generation and road transport are identified as being the most significant sources of both air quality and climate pollutants with other sources such as biomass burning.

Through the climate change programme Haringey council promotes the energy efficiency grants made available to eligible homeowners through the Energy Savings Trust. Under the Decent Home Grant scheme, grants are available to vulnerable homeowner occupiers and private sector tenants for the installation of energy efficiency measures and boiler replacements. Council tenants' homes must have effective heating and insulation, in addition the Haringey standard states that homes must be warm and efficient. Energy efficiency improvements linked to gas heating in the Council's housing and building stock are integral to reducing energy consumption. These are necessary to meet national performance targets relating to both air quality and climate change. The Council is working in partnership with the Energy Saving Trust Advice Centre for London to make 100 energy monitoring devices available to residents to loan from the boroughs libraries. Other initiatives include weekly Energy Doctor Sessions providing free advice on how to save money on home energy bills and reduce CO<sub>2</sub> emissions.

The Council is tackling fuel poverty, promoting energy efficiency and affordable warm homes and CO<sub>2</sub> reductions from domestic properties through actions detailed in the 'Affordable Warmth Strategy 2009 – 2019'. Under this strategy the Council's vision is:

'To make sure that no household in Haringey lives in a cold, unheated home and that people know how to use energy in their homes efficiently, therefore saving money and reducing CO<sub>2</sub> emissions'

The Muswell Hill Low Carbon Zone is one of the Mayor of London's 10 low carbon zone areas that have been selected as pilot areas for projects to reduce carbon emissions. The aim of the Low Carbon Zones project is to achieve a 20.12% reduction in carbon emissions in each zone by 2012. The work in these zones will also go on to help towards the Mayor of London's target of a 60% cut in carbon emissions by 2025.

Awareness raising events include the annual Going Green Conference and Green Fair. The Going Green conference focuses on carbon reduction and the latest event attracted over 100 people, primarily due to the adoption by the council of a 40% reduction in CO<sub>2</sub> emissions by 2020.

**The council is seeking to:**

- **provide an SPD for developers on sustainable developments and energy efficiency and renewables to meet the 20% renewable target.**
- **continue promotion of and raising awareness of carbon reduction measures to all who live and work in Haringey.**
- **continue to work with the energy savings trust and promote energy efficiency measures to private and council tenants.**

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- **strive to achieve a 40% reduction in carbon emissions from the council's own estate and operations by 2015.**
- **replace ageing boilers with high efficiency condensing boilers and upgrading the central heating system through the provision of programmable temperature and timing controls through the 'Homes for Haringey annual boiler replacement programme**

**Measure: NI 185.**  
**No. of boilers replaced each year.**

**Measure 16 – Industrial process emissions.**

The Council has a duty under the Environmental Permitting (England and Wales) Regulations 2007 to control air pollution emissions from small industrial processes referred to as the Local Authority Pollution Prevention and Control Regime (LAPPC). Haringey regulates sixty -five Part B Installations covering five different types of industrial activities, listed below. Regulatory duties include carrying out compliance inspections, determining new Part B applications, issuing environmental permits and undertaking enforcement action where operators fail to meet compliance.

<b>Respraying of Road Vehicles</b>	<b>1</b>
<b>Dry Cleaners</b>	<b>43</b>
<b>Petrol stations</b>	<b>16</b>
<b>Cement batching plants</b>	<b>1</b>
<b>Wood Coating</b>	<b>1</b>
<b>Mobile crushers</b>	<b>2</b>

**The council is seeking to:**

- **ensure that emissions from small industrial processes are controlled under Best Available Technique and are regulated in accordance with the latest Government guidance.**

**Measure 17 – Smoke and emissions from Bonfires.**

Smoke from bonfires can have damaging health effects, and people with existing health problems are especially vulnerable, e.g. asthmatics, bronchitis sufferers, people with heart conditions, children and the elderly. Under the Waste Management (England and Wales) Regulations 2006 it is an offence to dispose of domestic waste in a way likely to cause pollution of the environment or harm to human health. Domestic nuisances caused by bonfire are addressed by the Environmental Protection Act 1990, which includes "smoke, fumes or gases emitted from premises so as to be prejudicial to health or a nuisance."

The burning of commercial waste is not permitted. Industrial or commercial bonfires and smoke emissions from chimneys are dealt with under the Clean Air Act 1993. This Act gives local authorities powers to control emissions of dark smoke, grit, dust and fumes from industrial premises and furnaces and to declare "smoke control areas," in which smoke from the chimneys of domestic properties is not allowed. The whole of Haringey is a smoke control area. It is an offence to burn coal, wood or any other unauthorised fuel on open fires or in an unauthorised oven, stove or burner anywhere in the borough.

**The council is seeking to:**

- **the continued enforcement of smoke from bonfires and chimneys through the Environmental Protection Act 1990 and the Clean Air Act 1993.**

***Measure: No. of domestic bonfire complaints received each year.***



### 3.4 Air Quality Awareness Raising Measures

Air pollution harms not only the environment but also people's health and well being; it can cause serious health problems and reduce quality of life. Poor air quality impacts most on vulnerable people such as the elderly, young children and those with heart and lung problems, causing respiratory disorders and aggravating asthma.

Raising awareness of air pollution can help to protect those most vulnerable to the associated health impacts and adapt their behaviour by making lifestyle changes to reduce emissions. The Mayor of London has made a commitment, through his latest draft Air Quality Strategy to '*raise awareness of air quality and health issues through publicity campaigns*'.

#### **Measure 18 – Air Pollution and Health Measures**

##### **AirTEXT**

Recently Haringey council signed to the airTEXT consortium which is run and managed by the London borough of Croydon and comprises of all 33 London boroughs. AirTEXT is a messaging service via SMS, telephone or email providing air quality information and health advice when air pollution levels are forecast to be moderate, high or very high for all who live or work in London. People with conditions such as asthma, bronchitis, emphysema and heart disease for which symptoms can be worsened by air pollution are encouraged to subscribe. The website for further information is:

[www.airtext.info](http://www.airtext.info)

##### **Walkit**

Individual exposure to poor air quality can be managed by choosing walking routes away from the most polluted areas. In Haringey these tend to be the busiest roads. Choosing to take a route which takes you away from busy roads will reduce exposure to the harmful pollutants and consequently have a beneficial effect on health.

In April 2010 Haringey, as part of the North London Air Quality Cluster Group, also signed to Walkit. This is an urban walking route planner between any two points, and includes information on journey time, calorie burn, step count and carbon saving. Routes chosen can be either direct, less busy or low polluting routes. The weblink is:

[www.walkit.com](http://www.walkit.com)

##### **The council is seeking to:**

- **Promote the walkit website and Airtext messaging service to residents and those who work or travel through the borough.**
- **work with the Director of Public Health to assess the health impact of poor air quality in Haringey.**

**Measure: No. of Haringey residents subscribing to airtext each year.**

**Measure 19 – Air Quality Data Information****Air Pollution Monitoring**

Haringey Council has been monitoring air pollution since 1994. To date there are two automatic monitoring sites in operation within the borough and 10 passive diffusion tube locations. Appendix 1 shows a map of the locations of all monitoring sites, automatic and non-automatic, in the borough as of July 2010.

Monitoring data is imperative to the requirement under the Environment Act 1995 for local authorities to periodically review and assess the air quality in their area.

Monitoring data provides:

- A measure of actual concentrations and exceedences of objectives
- Information on trends in air pollution
- Provides the basis for verifying the results of air quality models used to predict future air pollution.

For this reason, data from both the automatic sites are included in the London Air Quality Network (LAQN), which is managed by the Environmental Research Group (ERG), Kings College London. ERG manages the data collected, validates and ratifies it in order for it to be 'fit for purpose'. The data is available on their website at:

[www.Londonair.org.uk](http://www.Londonair.org.uk)

Over the next couple of years Haringey will review its air quality monitoring network which is dependant on existing internal or external funding streams. Principally the council intends to review the current NO<sub>2</sub> diffusion tube network and expand the monitoring locations to cover the hotspot areas identified by the recent modeling work. This will help to improve our understanding of air quality across the Borough.

**School Awareness Project**

Haringey plans to work with schools in the borough and promote air quality issues. Much environmental work has been carried out in schools in Haringey and it is envisaged that this work can be further enhanced through the linking of air quality with other environmental issues such as - climate change, sustainable travel and energy efficiency. There is commitment in the School Travel Plan towards educating school children and the wider air quality issues.

Two schools have already been identified, Tiverton School and St Ann's school to begin this promotional work, although in order to progress and implement this initiative, it is dependant on funding through the air quality grant scheme.

**Dissemination of air quality information to the public.**

Air quality information on Haringey's website is poor with very little air quality information. The intention is that the council website will be reviewed and updated with Haringey's air quality information, making it easy to find and readily available to the public.

**The council is seeking to:**

- **continue to monitor air pollution levels across the borough and review the air quality monitoring locations.**
- **raise awareness of air quality issues through working with local schools and linking measures that reduce air pollution with other environmental issues.**
- **update the councils air quality information on the council website.**
- **Apply for defra grant funding for source apportionment work of the pollutants of concern, NO<sub>2</sub> and PM10.**



Table 1: Summary of Measures and Monitoring

Measure	Timeframe	Monitoring	Lead Department
Measure 1 - To Lead by example and reduce Emissions from the Council Fleet	2010/2011	NI 194 ISO 14001 accreditation Staff car payments	Human Resources/Transport Section/Fleet Manager/Environmental Health
Measure 2 – Electric Vehicle Charging Points	On-going	No. of Electric vehicle charging points/yr No. of people sign to use to electric vehicle charging points / yr.	Transport Policy
Measure 3 – Car Clubs	On-going	No. of car-clubs	Transport Policy / Development Control
Measure 4 – Travel Plans	On-going	NI 198 No of local business travel plans	Travel Plan Team
Measure 5 – 20 mph Zones/DIY Streets	On-going		Transport Policy

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<b>Measure</b>	<b>Timeframe</b>	<b>Monitoring</b>	<b>Lead Department</b>
<b>Measure 6 – Non-Idling Zones</b>	<b>2 years</b>	<b>No. of no-idling zones implemented</b>	<b>Transport Policy / Environmental Health</b>
<b>Measure 7 – Green Travel Promotion</b>	<b>On-going</b>	<b>Modal shift</b>	<b>TfL</b>
<b>Measure 8 – Cycle Routes and Cycle Parking</b>	<b>On-going</b>	<b>Number of off-street and on street cycle parking spaces each year.</b>	<b>Transport Policy</b>
<b>Measure 9- North London Transport Forum</b>	<b>On-going</b>	<b>Funding/improvements</b>	<b>Transport Policy</b>
<b>Measure 10 - Determining the Impact of developments on local air quality</b>	<b>On-going</b>	<b>No. of Traffic Assessments submitted with planning application / yr</b>	<b>Development Control / Environmental Health</b>
<b>Measure 11 – Car Free Developments</b>	<b>On-going</b>	<b>No. of approved car free developments / yr</b>	<b>Transport Policy / Environmental Health</b>
<b>Measure 12 – Control of dust during demolition and construction phases.</b>	<b>On-going</b>	<b>No of sites investigated</b>	<b>Development Control / Environmental Health</b>
<b>Measure 13 – Biomass Boilers</b>	<b>On-going</b>	<b>No. of biomass boiler</b>	<b>Development Control /</b>

Measure	Timeframe	Monitoring	Lead Department
		installed with conditions/ yr	Environmental Health
Measure 14– Tree Planting	On-going	No. of trees planted / yr.	Arboriculture officer
Measure 15 – Controlling emissions through climate change	Until 2015	Reduction in carbon emissions from the council's own estate and operations NI 185 Homes for Haringey annual boiler replacement programme	Sustainability Team
Measure 16 – Industrial process emissions.	On-going statutory duty	No of breaches identified/yr	Environmental Health
Measure 17 – Smoke and Emissions from Bonfires	On-going statutory duty	No identified/yr	Environmental Health
Measure 18 – Air pollution and Health Measures • Airtext	On-going	No. of residents subscribe to	Environmental Health

## London Borough of Haringey

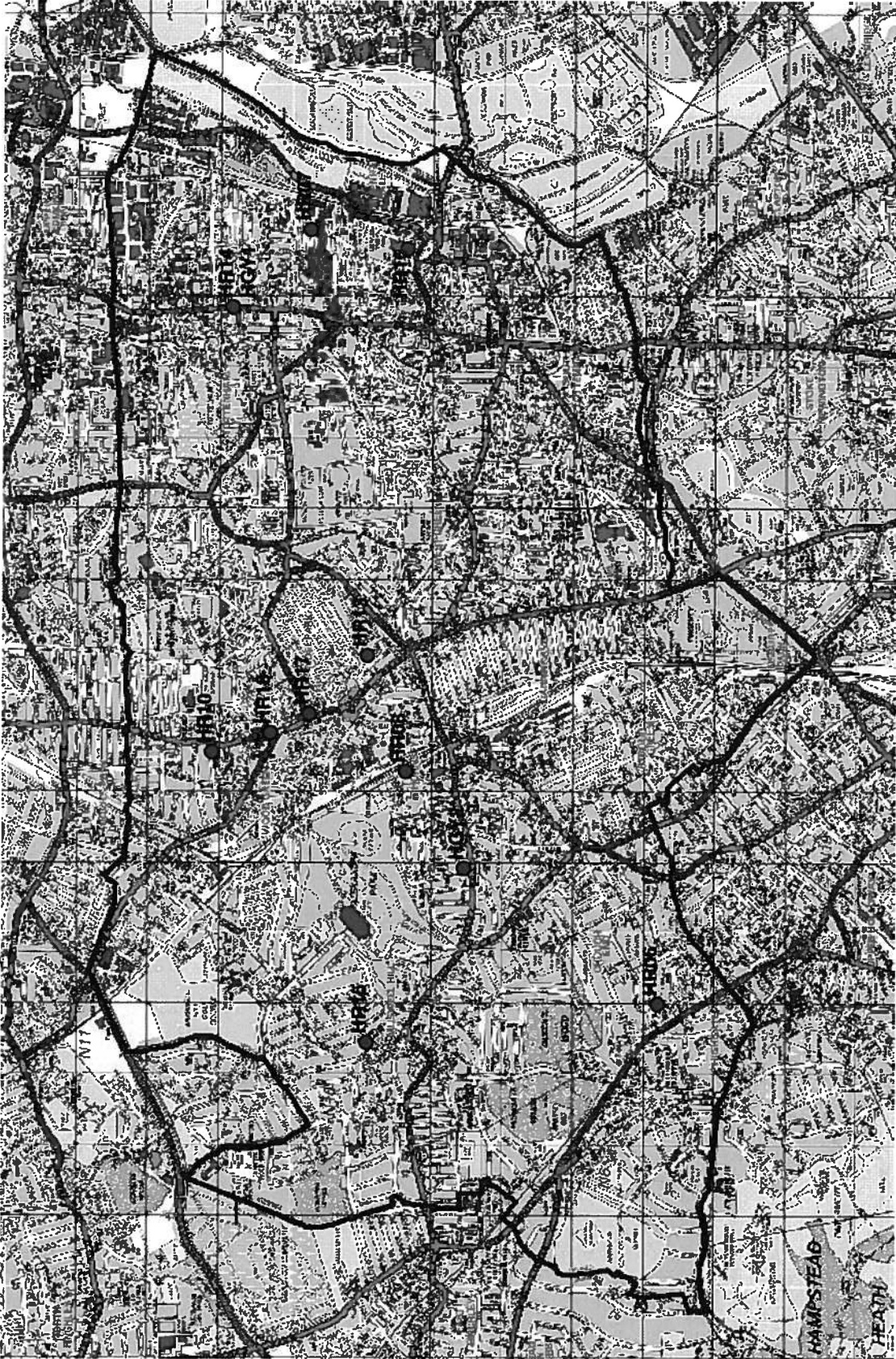
Measure	Timeframe	Monitoring	Lead Department
<ul style="list-style-type: none"> <li>• Walkit</li> <li>• Health impact assessment</li> </ul>		Airtex/yr  Subject to findings of impact assessment	Environmental Health with Director of Public Health
<b>Measure 19 - Air Pollution Information</b> <ul style="list-style-type: none"> <li>• Air quality Monitoring</li> <li>• Dissemination of Information</li> <li>• School Awareness Project</li> <li>• Undertake apportionment</li> </ul>	On-going  2011/12	NO2 and PM10 (2.5)  Defra funding	Environmental Health

## **Appendices**

- I. Haringey's Air Pollution Monitoring Sites**
- II. Transport Corridor Priority Areas**
- III. Transport Neighbourhood Priority Areas**
- IV. TfL Roads in Haringey.**
- V. Table of percentage reductions.**

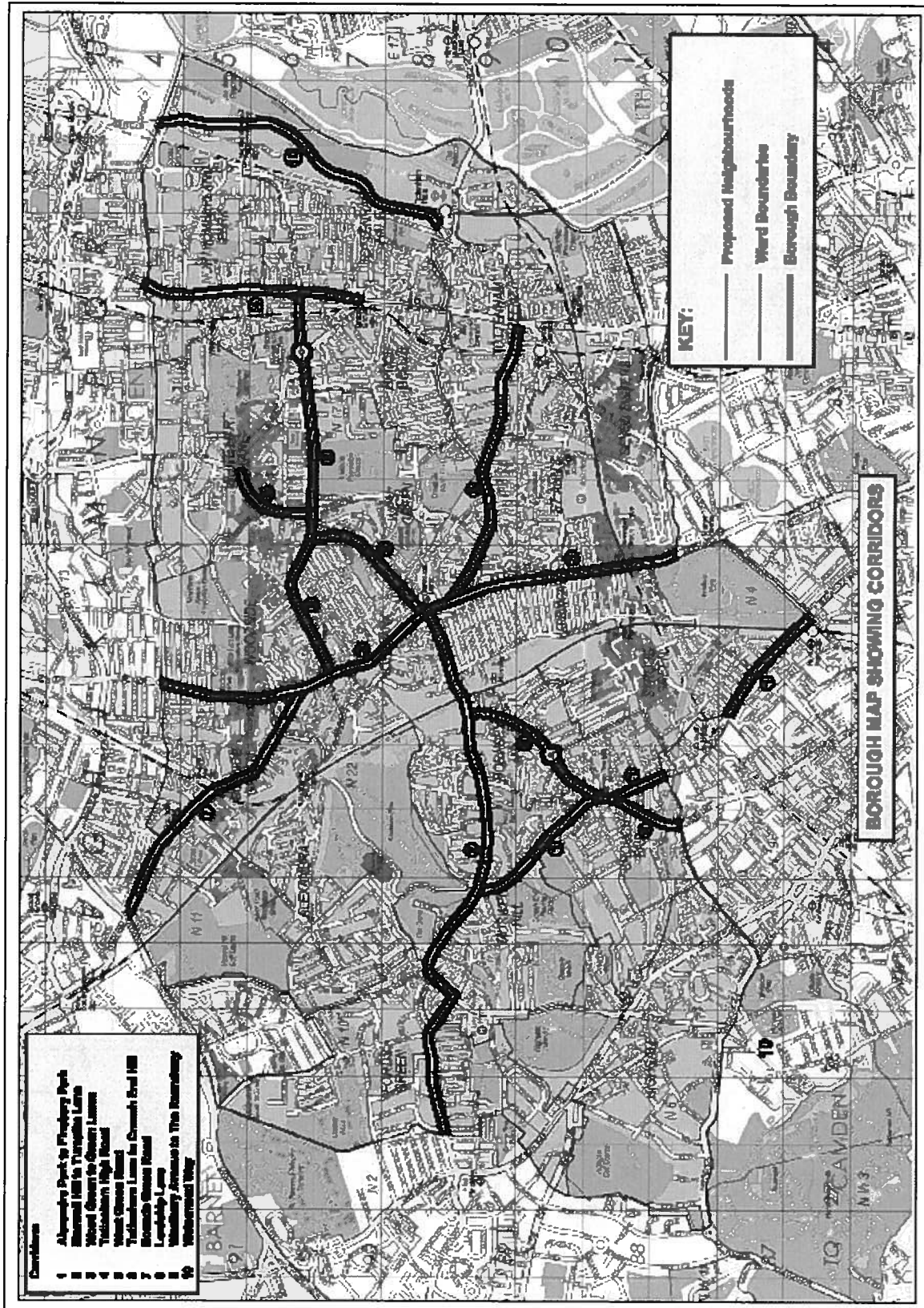


Appendix 1 - Haringey Monitoring Sites

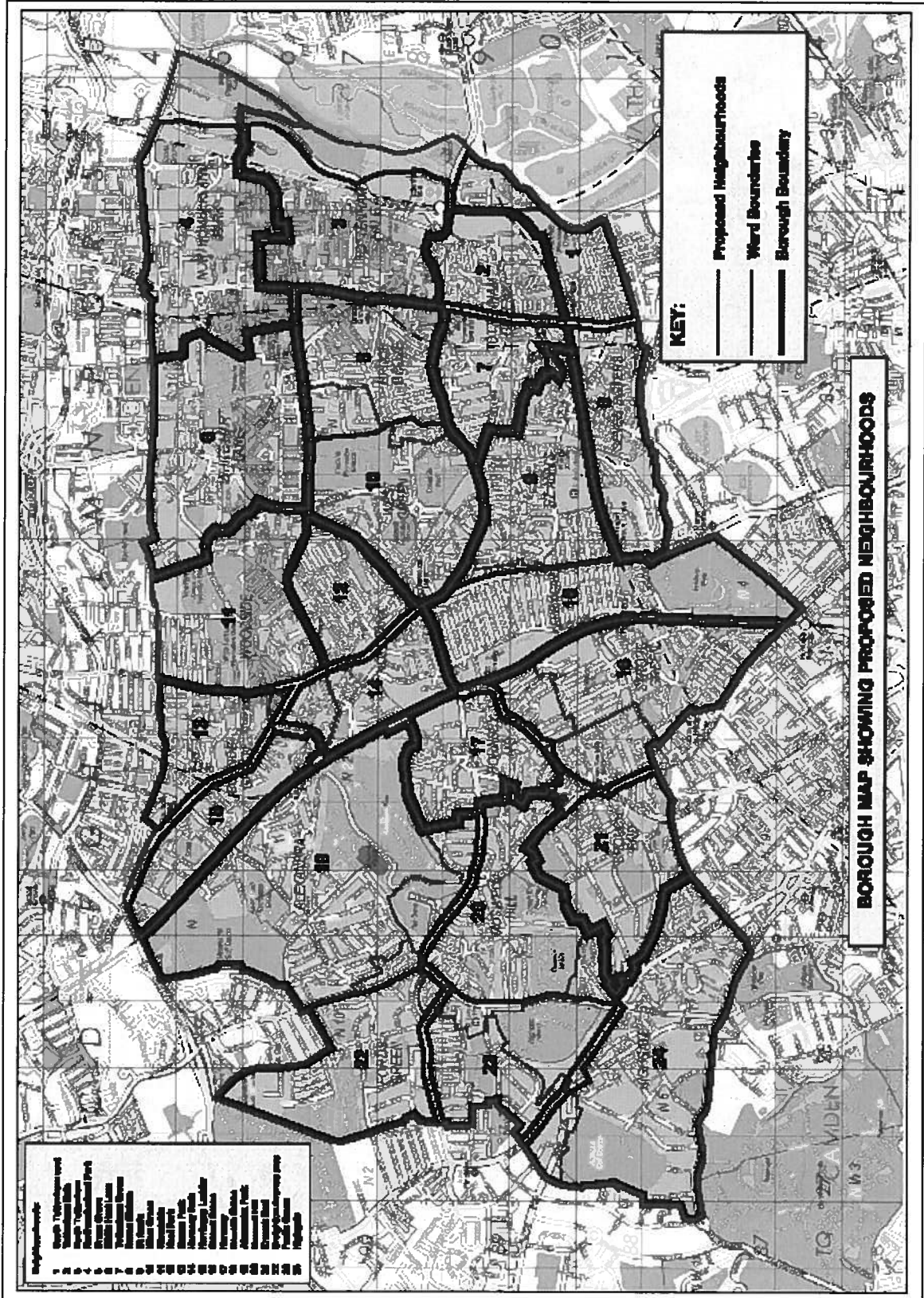


Crown Copyright LA 086401

Appendix II - Transport Corridor Priority Areas



Appendix III - Neighbourhood Priority Areas



London Borough of Haringey

Appendix IV - TfL Roads in Haringey.



Key

- Road Network - TfL Red Routes (OSCAR)
- Roads gifted by Transport for London
- Road Network - TfL Red Routes (UKPMS)



Haringey Council  
Transport Management Group

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**Appendix V.**

Table to show percentage reduction in concentrations required at monitoring sites where the NO<sub>2</sub> objective is measured and exceeds the annual objective of 40µg/m<sup>3</sup>.

Site	2007		2008		2009	
	Measured	Percentage Reduction	Measured	Percentage Reduction	Measured	Percentage Reduction
HR06 - Archway	67.2 µg/m <sup>3</sup>	40.48%	71.7 µg/m <sup>3</sup>	44.2 %	70.3 µg/m <sup>3</sup>	43.1 %
HR13 – Turmpike Lane/High Road	74.9 µg/m <sup>3</sup>	46.60%	73.83 µg/m <sup>3</sup>	45.8 %	73.1 µg/m <sup>3</sup>	45.3 %
HR14	Achieved	Achieved	45.65 µg/m <sup>3</sup>	12.4 %	46.7 µg/m <sup>3</sup>	14.5 %
HR15 – Muswell Hill Broadway	49.7 µg/m <sup>3</sup>	19.5%	44.10 µg/m <sup>3</sup>	9.3 %	52.9 µg/m <sup>3</sup>	24.4 %
HR16 – Tottenham Hale	48.7 µg/m <sup>3</sup>	17.8%	60.27 µg/m <sup>3</sup>	33.6 %	67.2 µg/m <sup>3</sup>	40.5 %
HR17 – High Road, N22	68.8 µg/m <sup>3</sup>	42%	73.09 µg/m <sup>3</sup>	45.3 %	83.4 µg/m <sup>3</sup>	52 %
HR18 – High Road / Lordship Lane	59.2 µg/m <sup>3</sup>	32.4%	69.01 µg/m <sup>3</sup>	42 %	64.3 µg/m <sup>3</sup>	37.8 %

**References:**

- **Haringey's Local Implementation Plan, London Borough of Haringey 2007**
- **Haringey's Greenest Borough Strategy, London Borough of Haringey 2008**
- **Mayor's Transport Strategy (draft), Mayor of London 2010 – Clearing The Air.**
- **The London Plan (consolidated with Alterations since 2004), Mayor of London 2008**
- **Mayor's Air Quality Strategy (draft), Mayor of London 2010**
- **Core Strategy, Haringey 2010.**
- **Bureau Veritas - North London Air Quality Cluster Group Modelling – Haringey Council, August 2009.**
- **Defra – LAQM Policy Guidance (PG09)**



Haringey Council

Agenda item:

**[No.]**

[Name of Meeting]

On [Date]

**Report Title.** North London Waste Plan – Submission Draft

Report of Niall Bolger

Signed :

19<sup>th</sup> January 2011

Contact Officer : Jill Warren, Planning Officer.

Wards(s) affected: All

Report for: Key Decision

**1. Purpose of the report**

1.1. To seek approval for the submission of the North London Waste (set out in Appendix 1) for publication and subsequent submission to the government and to refer this report to the meeting of the full Council in March 2011 for consideration, as required by the London Plan.

**2. Introduction by Cabinet Member**

2.1. This report is brought to Cabinet for Members to approve the North London Waste Plan before it is submitted to the Secretary of State.

2.2. I welcome the progress that has been made in relation to the development of the joint waste development management document, the North London Waste Plan, which sets out a range of suitable sites for the future management of all of North London's waste up to 2027 and policies and guidelines for determining planning applications for waste development.

2.3. The North London Waste Plan has identified one site within Haringey: the former sewage works on Pinkham Way, (North Circular).

**3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1. The North London Waste Plan is a key document of the Haringey Local Development Framework suite of planning policy documents.

3.2. The North London Waste Plan links with the North London Waste Strategy by identifying sites suitable for municipal and commercial waste management.

3.3. The North London Waste Plan is consistent with the aims of the Greenest Borough Strategy as it promotes sustainable waste management.

**4. Recommendations**

4.1. To approve the North London Waste Plan (set out in Annex 1) for publication and subsequent submission to the government;

4.2. To agree that the Director of Urban Environment, in consultation when appropriate with the Cabinet Member for Planning and Regeneration, and in conjunction with the other north London boroughs, are authorized to submit appropriate changes to the North London Waste Plan in the run up to, and during, the public examination into the document, in response to objectors' submissions, requests from the Planning Inspector and any emerging evidence, guidance or legal advice.

4.3. To refer this report to the meeting of the full Council in March 2011 for consideration.

**5. Reason for recommendation(s)**

5.1. To comply with the requirements of the London Plan apportionment for waste management by ensuring sites suitable for waste management to meet the North London borough's apportionment is met.

**6. Other options considered**

6.1. The North London Waste Plan is a statutory document that has been developed in response to the Planning and Compulsory Purchase Act 2004 and the requirements to the London Plan 2008 Strategic Policy 4A.21. As such, no other options were considered.

**7. Background to the North London Plan**

**What is the North London Waste Plan?**

7.1. The London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest are co-operating as planning authorities in drawing up the North London Waste Plan. This is a joint waste development plan document (DPD) which when adopted will form part of each borough's Local Development Framework. The North London Waste Plan like other DPDs needs to be in conformity with relevant national planning policy, the London Plan, borough's sustainable community strategies and the borough's Core Strategy. The Plan sets out a range of suitable sites for the future management of all north London's waste up to 2027 and policies and guidelines for determining planning applications for waste developments.

7.2. In response to the EU Waste Framework Directive (2008/98/EC) requirements, the Mayor in the draft replacement London Plan has set a target for London to become self-sufficient in the management of waste by 2031. The draft replacement London Plan allocates to each borough an apportionment of waste that it needs to make site provision for. If all boroughs meet their apportionment the self-sufficiency target will be achieved. The seven North London Boroughs have decided to aggregate their apportionment and find site solutions over the seven boroughs. The apportionment covers municipal solid waste and commercial and industrial waste. The North London Waste Plan also needs to consider provision for construction, demolition and excavation waste and hazardous waste.

#### **Relationship to the North London Joint Waste Strategy**

7.3. The North London Waste Authority is responsible for the processing, treatment and disposal of municipal wastes from the seven boroughs. Jointly, the North London Waste Authority and the seven boroughs have drawn up a municipal waste management strategy, known as the North London Joint Waste Strategy which was updated in June 2008. The adopted Joint Waste Strategy is separate from the North London Waste Plan and serves a different purpose. It spells out the vision and approach that will guide the management of the waste specifically collected by the seven boroughs up to 2020. This Strategy therefore helps guide the decisions that the north London boroughs make as waste collection service providers to their residents and businesses. The Joint Waste Strategy does not cover all of the waste streams produced and managed in north London, nor does it allocate sites or set planning policy for the management of waste but it does identify a need for new facilities.

7.4. The Joint Waste Strategy also forms the basis for the new services and facilities required by the North London Waste Authority. The Authority currently has contracts in place to manage a number of major waste facilities across north London, However, these contracts are due to end in 2014 and the North London Waste Authority is in the process of developing new contracts, which will include new facilities, to manage and dispose of its waste from 2014 and beyond. The North London Waste Authority is currently procuring a Waste Services Contract and a separate Fuel Use Contract to manage north London's municipal waste; the contracts are expected to be awarded in 2012. The North London Waste Plan is required to inform and be informed by the local municipal waste management strategy.

## Summary of the Contents of the North London Waste Plan

7.5. The North London Waste Plan sets out the planning framework for waste management in the London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest for the next 15 years up to 2027. It identifies sites for waste management use and sets out 7 development management policies (NLWP 1-7) for determining waste planning applications.

7.6. The North London Waste Plan has been produced jointly by the seven north London boroughs. The Plan is part of each borough's Local Development Framework and has been drawn up in conformity with national planning policy and the Mayor of London's planning strategy, known as the London Plan.

7.7. The Mayor of London has set an overall target for London to become self-sufficient in the management of its waste by 2031. This means London will be largely dealing with its own waste instead of sending it to landfill in the counties around London. To ensure that London achieves self-sufficiency, each borough has been asked to deal with a proportion of London's total waste (the apportionment). North London boroughs have pooled their individual apportionments and have identified sufficient sites to meet this combined apportionment as their contribution to London's self-sufficiency.

7.8. North London covers an area of 293 square kilometres and has a population of over 1.7 million. The existing waste infrastructure is over-reliant on transfer by road and rail to landfill. In order to meet self-sufficiency targets, north London requires new waste management facilities. This development faces competition from other uses for sites in the context of projected growth in population and jobs and the need to preserve the natural and built environment. The North London Waste Plan seeks to address these key opportunities and challenges by developing a long term strategy to meet the identified future need for waste facilities.

7.9. The Plan covers the following waste types:

- municipal; commercial and industrial;
- construction, demolition and excavation; and
- hazardous.

### Municipal, commercial and industrial

7.10. North London has existing capacity for over 1.5 million tonnes of waste per annum. Waste is projected to rise throughout the plan period although recent years have seen a fall in reported waste levels. To meet the draft replacement London Plan apportionment for Municipal Solid Waste and Commercial and Industrial, waste capacity for 1.9 million tonnes needs to be found by 2027.

7.11. The capacity gap in 2027 is 432,105 tonnes after taking account of planned new waste facilities. Using the latest data on plant sizes this equates to some 8.6 hectares. Up to 11 hectares can be provided by the re-orientation of transfer stations into waste management use. However, in order to meet the longer term needs of the North London Waste Authority for the management of municipal waste until 2041, some larger sites are needed immediately and hence, to provide a flexible plan, the North London Waste Plan identifies an additional two waste sites totalling 9.1 hectares, 1 site in Barnet and 1 site in Haringey.

#### Construction and demolition waste

7.12 The plan makes no specific allocation for land for construction and demolition waste as costs of landfill are expected to drive up on-site reuse and recycling levels. In order to achieve the Mayor's target of achieving 95% re-use and recycling of this waste on-site, policy NLWP6 requires site waste management plans for developments.

#### Hazardous waste

7.13. The plan makes no specific allocation for land for hazardous waste as the specialised nature of this waste stream makes it difficult to plan for at a sub-regional level. The north London boroughs will be working with the Mayor to understand the requirements for this specialised waste stream across the region. Policy NLWP7 states that applications for hazardous waste facilities will be assessed against relevant planning policies.

#### **Policies**

7.14. To meet these future needs the plan sets out the following approach.

- POLICY NLWP1: safeguards north London's existing waste management and waste transfer sites (set out in schedules A and B) for future waste use and intensification and reorientation. The plan also identifies and allocates key sites for waste management in North London for the next 15 years (see section 6).
- POLICY NLWP2: sets out a sequential approach for the development of waste management facilities. Developers first are required to consider existing sites. Only if they can demonstrate no sites are suitable can they put forward development on a list of five new sites identified in the plan (set out in schedule C). In exceptional circumstances, sites that have not been allocated can be put forward provided they meet exacting criteria.

A key existing site for waste management in north London in the next 15 years will be the Edmonton EcoPark. Two new sites are identified for waste use: Friern Barnet former Sewage Treatment Works (Pinkham Way) (Haringey), and a site between Edgware Road and Geron Way (Barnet). New sites have been assessed and scored using a range of criteria. Only the highest scoring sites have been

identified within this plan as they represent the most suitable sites for waste management use according to the sustainability criteria against which the sites were assessed.

- POLICY NLWP3 is a criteria-based policy for the location of Household Waste Recycling Centres in areas of identified need and to otherwise improve coverage across the area.
- POLICY NLWP4 aims to protect amenity, to prevent disturbance from new facilities and to ensure a high standard of design. The tests that the planning application will have to meet are set out.
- POLICY NLWP5 states that waste facilities will be required to contribute to decentralised energy networks to make better use of waste as a resource. To promote greater re-use and recycling of construction, demolition and excavation waste.
- POLICY NLWP6 requires all proposals for development schemes which exceed specified size and unit number thresholds to submit a site waste management plan.
- POLICY NLWP7 states that applications for hazardous waste facilities will be assessed against relevant borough planning policies.

### **Monitoring**

7.15. Monitoring of the North London Waste Plan will be crucial. This requires that data and information are collected and reviewed by the boroughs on an annual basis in order that trends can be examined and problems identified and managed through the Plan review process.

7.16. Key indicators are proposed to be reported each year as figures for the combined authorities in Annual Monitoring Reports. These include total waste arising and total waste management capacity given planning consent (and in the process of being constructed) in the previous year (on safeguarded sites and on new sites). Such information will be compared with the actual and predicted waste arisings and the apportionment to ensure that there is suitable provision of waste management sites in north London.

### **Sustainability Assessment**

7.17. The government requires a sustainability appraisal of the North London Waste Plan to be carried out, and the appraisal process is central to the process of preparing the Plan. It involves testing the Plan against an agreed set of economic, social and environmental criteria throughout the preparation process. A sustainability appraisal has informed the report as it has developed.

7.18. Two workshops were held with stakeholders during the early 'scoping' phase of the sustainability appraisal process during April and May 2007. A further Sustainability Appraisal Panel workshop was held in November 2008 to involve key stakeholders with a range of different interests and expertise in testing an early draft of the preferred options policies against the sustainability appraisal criteria process. The sustainability appraisal has been updated for the submission version.

### **Habitats Assessment**

7.19. A Habitats Directive Assessment screening exercise has been undertaken on the emerging policies in the North London Waste Plan. The screening exercise is the first step of the HDA process which aims to identify any significant impacts on any nature conservation sites of European importance (Natura 2000 and Ramsar sites) that could potentially arise as a result of the policies included in the development plan document. Natura 2000 sites within 10 km of the Plan boundary have been identified: Epping Forest Special Area for Conservation (SAC), Wormley-Hoddesdonpark Woods SAC, Wimbledon Common SAC and Lee Valley Special Protection Area (SPA) and Ramsar.

7.20. The primary and secondary qualifying features of these sites have been taken into account in the screening appraisal process. The screening report considered that four of the policies were considered to have some potential to affect some of the Natura 2000 sites identified, either directly or indirectly. Recommendations that were made on the re-writing of these policies have been taken on board and no further assessment under the Habitats Directive is required.

### **Equality Impact Assessment**

7.21. Two Equality Impact Assessments have taken place on the plan to date. In both cases the following target groups were identified: women; black and ethnic minority people; young people and children; older people; disabled people; lesbians, gays, bisexuals and transgendered; and different faith groups

7.22. There was a screening assessment of the Equalities Impact Assessment of the Issues and Options Report of the North London Waste Plan. The results showed that the majority of issues and options contained within the Waste Plan would have indiscriminate mixed impacts upon all target groups and would not lead to an adverse discriminatory impact upon specific target groups. Only one high level negative impact was identified in association with one issue and option. This is in relation to sustainable transport and may potentially result in a discriminating adverse impact upon Black and Minority Ethnic groups, older people and certain faith groups. This option was not taken forward as the preferred option for this issue, and so a stage 2 Equality Impact Assessment was not required.

7.23. There was a further screening assessment of the Equalities Impact Assessment of the proposed policies in the preferred options report. The results show that the majority

of the proposed policies for the North London Waste Plan will have indiscriminate mixed impacts upon all target groups and will not lead to an adverse discriminatory impact upon specific target groups. Recommendations were made for modifications to the proposed policies to remove the effects of low negative impacts and offer general enhancement of the policies and these have been taken on board as the policies have been revised during the process.

7.24. At the issues and options consultation, boroughs assisted in identifying groups representing key parts of the community. An offer was made to visit local groups and as a result a number of targeted meetings were held in addition to the public workshops. At the preferred options consultation it is intended to repeat this offer and hold further targeted meetings.

**Next Stages**

7.25. The North London Waste Plan is being prepared in accordance with the Town and Country Planning (Local Development) (England) Regulations and the Planning and Compulsory Purchase Act 2004. Under these, development plans (and necessary supporting material) are submitted to the Secretary of State for examination by a government appointed Planning Inspector. The examination includes public hearing sessions involving objectors and other participants invited by the Inspector.

7.26. The examination, which begins on submission of the plan, involves a check of legal compliance (including the need to be in general conformity with the Mayor of London's London Plan) and assessment against three tests of 'soundness', i.e. that the plan document should be justified, effective and consistent with national policy. In the context of an examination, 'justified' means that the plan is founded on a robust and credible evidence and is the most appropriate strategy when considered against the reasonable alternatives; 'effective' means the document must be deliverable, flexible and able to be monitored.

7.27. Before a council submits a development plan document to the Secretary of State, it must publish and make available the documents it proposes to submit, that is, the plan itself and any necessary supporting material (which includes the sustainability appraisal, a statement on the representations received during 'publication' and any other relevant supporting documents). It should be noted that the publication is not an additional stage of public participation or consultation. Rather, its purpose is to gather representations on the soundness of the document so these can be considered by the Inspector during the examination. The underlying premise is that the plan is considered 'sound' by the council at the time it published.

7.28. The final part of the examination process is the production of report by the Inspector. The recommendations made by the Inspector are binding on the boroughs. They will be required to formally adopt the plan. Anticipated dates are set out below -

Stage	Date
-------	------

<b>Publication</b>	<b>April 2011</b>
<b>Submission to the government</b>	<b>July 2011</b>
<b>Examination hearing</b>	<b>October 2011</b>
<b>Final Inspector's Report</b>	<b>January 2012</b>
<b>Adoption by boroughs</b>	<b>April 2012</b>

7.29. During the run up to the submission of the North London Waste Plan and during the examinations it will be necessary to make appropriate amendments to the submission documents. For example, amendments may be needed in response to:

- emerging and updated evidence (for example, release of new national survey on commercial and industrial waste, release of annual figures for municipal waste);
- changes to national and regional guidance, policy and advice;
- representations made in response to the publication of the documents;
- requests from the Inspector carrying out the public examinations.

7.32 Due to the possibility that amendments will need to be made or proposed at short notice, the number and frequency of Executive meetings and the lead-in times for Executive reports, it would not be practical to gain Executive approval for necessary amendments through the remainder of the plan production process. Therefore, it is recommended that powers are delegated to the Director of Environment, in consultation when appropriate with the Executive Member for Planning and in conjunction with the other north London boroughs.

## **8. Summary**

8.1. The North London Waste Plan is a joint waste development plan document which is being worked on with Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest. It forms a key document in each borough's Local Development Framework.

8.2. There was public consultation on the issues and options in January 2008 and on the preferred options report in October 2009. The North London Waste Plan sets out a range of suitable sites for the future management of all of North London's waste up to 2027 and policies and guidelines for determining planning applications for waste development.

8.3. This report seeks approval for the publication of the North London Waste Plan and the subsequent submission of the document, and necessary supporting material, to the Secretary of State for public examination.

8.4. Haringey has one site identified: the former sewage works on Pinkham Way (North

Circular).

#### **9. Chief Financial Officer Comments**

- 9.1. The cost for 2010-11 are assumed to be £22k and have been met from existing budgets. The cost for 2011-12 is projected to be £39k, at this point, no specific budget allocation exists but it is expected that funding will be identified from within the wider PRE budget.
- 9.2. Council will face significant financial pressures relating to waste disposal in coming years due to increasing landfill tax and the need for NLWA to procure new facilities. Identifying sites at an early stage will help mitigate these costs.

#### **10. Head of Legal Services Comments**

- 10.1. The North London Waste Plan is a development plan document (DPD) which, when adopted, will form part of the Council's Local Development Framework, and be formal policy against which planning applications will be assessed.
- 10.2. The legal process and implications for making a DPD are governed by the procedure set out in the Town & Country Planning (Local Development) (England) Regulations 2004 (the "2004 Regulations"), and the plan must conform with government policy in PPS1 Delivering Sustainable Development, and PPS 12 Local Spatial Planning.
- 10.3. Extensive consultation and public participation has been undertaken in accordance with the 2004 Regulations for the selection of this option and the preparation of this draft for submission to the Government, with the views of the public and consultees having informed various amendments to the draft.
- 10.4. Part 6 of the 2004 Regulations sets out details for the next stages of preparing DPD's for submission, including prescribed information that should accompany the DPD, details of who should be consulted, the requirements for publication and the process for the formal adoption of the DPD. Paragraphs 7.25 - 7.29 of this Report set out the next steps for complying with this statutory procedure.
- 10.5. The plan will also be subject to independent examination by the Secretary of State, who will examine compliance with relevant national policy and the Council's Statement of Community Involvement, compliance with statutory requirements for consultation, and whether the plan is sound, as explained in paragraph 7.26 of this report. The presumption is that the plan is sound unless shown to be otherwise as a result of evidence given at examination. The report of the Secretary of State is binding on the Council, but it may only make changes to plan that do not require sustainability appraisal or community engagement.

10.6. Following receipt of the report, the Council will be obliged to adopt the plan as soon as practicably possible. An adoption statement must be published by the Council together with a copy of the Secretary of State's examination report.

10.7. Finally, there is a statutory appeal period of 6 weeks following adoption where any person may make an application to the High Court for review of the DPD on the grounds that it exceeds the Council's powers or the Council did not comply with a statutory procedural requirement in making it"

## 11. Equalities & Community Cohesion Comments

11.1. Two Equality Impact Assessments have taken place on the plan to date. In both cases the following target groups were identified: women; black and ethnic minority people; young people and children; older people; disabled people; lesbians, gays, bisexuals and transgendered; and different faith groups

11.2. Further screening assessment of the Equalities Impact Assessment of the proposed policies in the preferred options report. The results show that the majority of the proposed policies for the North London Waste Plan will have indiscriminate mixed impacts upon all target groups and will not lead to an adverse discriminatory impact upon specific target groups.

## 12. Consultation

12.1. Work on the North London Waste Plan commenced in 2007. Consultants *Mouchel* are employed to carry out the main planning work and *CAG Consultants* have responsibility for the consultation work. The programme manager supervises and co-ordinates Plan activity. A Planning Officer Group from across the seven boroughs meets on a regular basis to progress the work. At key stages of the plan process the Heads of Planning from each borough meet as does a Planning Members Group, composed of cabinet members with responsibility for planning.

12.2. In January - March 2008 there was public consultation across the seven boroughs on the issues and options report. There was publicity on the Plan and a public workshop was held in each borough as well as a number of follow up meetings. In October - November 2009 there was public consultation on the preferred options. A staffed exhibition was held in each borough and again there were follow up meetings with local groups. In addition to comments at these events, 317 questionnaire responses and an additional 54 written responses were received. The consultation responses have fed into submission and a report on the consultation responses will be available on the North London Waste Plan website.

12.3. Among the comments made were:

- A number of respondents suggested that the NLWP should go beyond the requirements made by the London Plan and provide sufficient sites to deal with 100% of North London's waste.
- Some respondents felt that some Construction, Demolition and Excavation waste should be planned for.
- A number of respondents felt that all waste streams, including hazardous waste, should be planned for.
- A number of respondents expressed a desire to see the NLWP being more specific about what would or would not be suitable on each of the sites included in the Plan.
- A number of suggestions were made for modifying the site assessment criteria.
- The Environment Agency highlighted that a number of the proposed new sites lie within groundwater protection zones and may therefore be unsuitable for waste facilities.
- There was a call for the removal of a site from the list of safeguarded existing waste sites, on the basis that it lies within the Lee Valley Regional Park and only has temporary permission for its current use.
- A significant number of respondents objected to the inclusion of Edgware Road/Geron Way in the Plan because of the impact on the existing commercial operations on the site and the potential impacts on the surrounding area.
- Opposition to the inclusion of Rigg Approach in the Plan was received from a large number of current tenants on the site and others concerned about the impact on their commercial operations, the traffic implications and the impact on wider regeneration proposals.
- A significant number of objections were received to the inclusion of Pinkham Way in the Plan because of the potential impact of vehicles on local roads, as well as potential impacts on the housing, park and school and nearby sites of nature conservation.
- A large number of objections were received to the inclusion of Martinbridge Industrial Estate in the Plan, particularly from the residents of the adjacent residential street who were concerned about the potential impacts on local traffic and residential amenity.
- Opposition to the inclusion of the Kynoch Road and Nobel Road sites in the Plan was received from the management company responsible for the site, who were concerned about the potential impacts on the ongoing regeneration of the site and operation of existing businesses.
- The NLWA stated that the sites proposed in the Plan do not meet their requirements for new Household Waste Recycling Centre sites in Enfield and Barnet.

12.4. Following consideration of the consultation responses a number of changes have been made including:

- Taking into account revised lower apportionment levels in the draft replacement London Plan
- Greater consideration of the implications of groundwater protection for the development of waste facilities
- Deciding that a higher average throughput of 50,000 tonnes per hectare for new facilities is justifiable
- Development of a criteria based policy to deal with new and replacement Household Waste Recycling Centres
- Further consideration of the suitability and deliverability of proposed new sites leading to a revised list of sites
- Identification of Edmonton EcoPark as a key existing waste site with development potential during the period of the plan
- Identifying opportunities and constraints for the key sites
- Changes to the vision of the Plan
- Further investigation of different waste streams and likely future trends
- Consideration of the changing role of disposal to landfill outside of north London
- Development of plan monitoring indicators

### 13. Service Financial Comments

- 13.1. Boroughs signed up to a Memorandum of Understanding on the North London Waste Plan which included provision to sharing on an equal basis the cost of preparing the plan. Camden is the lead borough for the contract and employs the full time programme manager. Costs are payable for work by the consultants, to employ the programme manager, for publicity work and for the examination in public of the plan. Total project cost between January 2007 and April 2012 is estimated at £1.2m. Each borough is responsible for one seventh of the costs.
- 13.2. Costs per borough in 2010/11 are projected at £29,000 per borough but savings of around £7,000 per borough are likely to be achieved. Costs in 2010/11 are projected at £39,000 per borough because the cost of the examination falls within that financial year. However evidence from recent plan examinations in London indicates that examination costs could be much lower than predicted provided the number of objections and therefore examination sitting days are kept to a small number
- 13.3. The NLWP Programme Manager makes regular budget monitoring reports to the Planning Officers Group every three months highlighting any variations in expenditure. The revised budget is effectively capped and no additional funds can be spent without borough agreement

**14. Appendices**

14.1. Appendix 1: North London Waste Plan –submission draft

**15. Local Government (Access to Information) Act 1985**

15.1. Habitats Directive Assessment

15.2. Equalities Impact Assessment

15.3. Sustainability Assessment

15.4. Waste Technical Document

## North London Waste Plan (Submission Draft)

Draft	Comment	Issue Date
1	First Draft of the Submission Draft:	20/09/10
2	Second draft	19/10/10
3	Third draft	18/11/10
4	Fourth draft	24/12/10

## Foreword

This proposed submission document of the North London Waste Plan represents an important stage for our boroughs in achieving a better approach in how we treat our waste. This plan sets out a joint fifteen year programme to enable waste facilities to be built that are different to those in the past, that are cleaner and better neighbours and that meet our local needs while contributing to our global responsibilities.

We can no longer go on putting our rubbish in holes in the ground because this contributes to climate change and wastes precious materials. We have to find better ways to reduce, reuse and recycle it and to extract more value from it. Throughout north London more and more people and businesses are taking action on their waste and recycling increasing amounts of material. What happens to our waste and recycling after it has been collected is something we all need to be concerned about.

This plan is the result of a partnership between seven boroughs. So far we have sought your views on two separate occasions on how best to identify sites for the future management of north London's waste and to set up the framework for decisions on new waste facilities. We have been thinking about all the feedback you gave and now we are putting forward a strategy to take us forward.

Cllr Richard Cornelius  
Cabinet Member for Housing, Planning and Regeneration, Barnet Council

Cllr Sue Vincent  
Cabinet Member for Environment, Camden Council

Cllr Chris Bond  
Cabinet Member for Environment, Street Scene and Parks, Enfield Council

Cllr Guy Nicholson  
Cabinet Member for Regeneration and 2012 Olympic & Paralympic Games, Hackney Council

Cllr Toni Mallett  
Cabinet Member for Planning and Regeneration, Haringey Council

Cllr Paul Convery  
Executive Member for Planning and Regeneration, Islington Council

Cllr Marie Pye  
Portfolio Lead for Housing and Development, Waltham Forest Council

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## Executive Summary

### **The North London Waste Plan**

- 1 The North London Waste Plan sets out the planning framework for waste management in the London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest for the next 15 years up to 2027. It identifies sites for waste management use and sets out policies for determining waste planning applications.
- 2 The North London Waste Plan has been produced jointly by the seven north London boroughs. The Plan is part of each borough's Local Development Framework and has been drawn up in conformity with national planning policy and the Mayor of London's planning strategy, known as the London Plan.
- 3 The Mayor of London has set an overall target for London to become self-sufficient in the management of its waste by 2031. This means London will be largely dealing with its own waste instead of sending it to landfill in the counties around London. To ensure that London achieves self-sufficiency, each borough has been asked to deal with a proportion of London's total waste (the apportionment). North London boroughs have pooled their individual apportionments and have identified sufficient sites to meet this combined apportionment as their contribution to London's self-sufficiency.
- 4 North London covers an area of 293 square kilometres and has a population of over 1.7 million. The existing waste infrastructure is over-reliant on transfer by road and rail to landfill. In order to meet self-sufficiency targets, north London requires new waste management facilities. This development faces competition from other uses for sites in the context of projected growth in population and jobs and the need to preserve the natural and built environment. The North London Waste Plan seeks to address these key opportunities and challenges by developing a long term strategy to meet the identified future need for waste facilities.
- 5 The Plan covers the following waste types: municipal; commercial and industrial; construction, demolition and excavation; and hazardous.
- 6 North London has existing capacity for over 1.2 million tonnes of waste per annum. Waste is projected to rise throughout the plan period although recent years have seen a fall in reported waste levels. To meet the draft replacement London Plan apportionment for Municipal Solid Waste and Commercial and Industrial, waste capacity for 1.9 million tonnes needs to be found by 2027.
- 7 The capacity gap in 2027 is 432,105 tonnes after taking account of planned new waste facilities. Using the latest data on plant sizes this equates to some 8.6 hectares. Up to 11 hectares can be provided by the re-orientation of transfer stations into waste management use. However, in order to meet the longer term needs of the

North London Waste Authority for the management of municipal waste until 2041, some larger sites are needed immediately and hence, to provide a flexible plan, the North London Waste Plan identifies an additional two waste sites totalling 9.1 hectares.

- 8 The plan makes no specific allocation for land for construction and demolition waste as costs of landfill are expected to drive up on-site reuse and recycling levels. In order to achieve the Mayor's target of achieving 95% re-use and recycling of this waste on-site, policy NLWP6 requires site waste management plans for developments. The plan makes no specific allocation for land for hazardous waste as the specialised nature of this waste stream makes it difficult to plan for at a sub-regional level. The north London boroughs will be working with the Mayor to understand the requirements for this specialised waste stream across the region. Policy NLWP7 states that applications for hazardous waste facilities will be assessed against relevant planning policies.
- 9 To meet these future needs the plan sets out the following approach. Policy NLWP1 safeguards north London's existing waste management and waste transfer sites (set out in schedules A and B) for future waste use and intensification and reorientation. The plan also identifies and allocates key sites for waste management in North London for the next 15 years (see section 6). Policy NLWP2 sets out a sequential approach for the development of waste management facilities. Developers first are required to consider existing sites. Only if they can demonstrate no sites are suitable can they put forward development on a list of five new sites identified in the plan (set out in schedule C). In exceptional circumstances, sites that have not been allocated can be put forward provided they meet exacting criteria.
- 10 A key existing site for waste management in north London in the next 15 years will be the Edmonton EcoPark. Two new sites are identified for waste use: Friern Barnet former Sewage Treatment Works (Pinkham Way) (Haringey) and a site between Edgware Road and Geron Way (Barnet). New sites have been assessed and scored using a range of criteria. Only the highest scoring sites have been identified within this plan as they represent the most suitable sites for waste management use according to the sustainability criteria against which the sites were assessed.
- 11 Policy NLWP3 is a criteria-based policy for the location of Household Waste Recycling Centres in areas of identified need and to otherwise improve coverage across the area. The role of policy NLWP4 is to protect amenity, to prevent disturbance from new facilities and to ensure a high standard of design. The tests that the planning application will have to meet are set out.
- 12 Through policy NLWP5 waste facilities will be required to contribute to decentralised energy networks to make better use of waste as a resource. To promote greater re-use and recycling of construction, demolition and excavation waste, policy 6 requires all proposals for development schemes which exceed specified size and unit number thresholds to submit a site waste management plan.

**Monitoring of the Plan**

- 13 Monitoring of the North London Waste Plan will be crucial. This requires that data and information are collected and reviewed by the boroughs on an annual basis in order that trends can be examined and problems identified and managed through the Plan review process.
  
- 14 Key indicators are proposed to be reported each year as figures for the combined authorities in Annual Monitoring Reports. These include total waste arising and total waste management capacity given planning consent (and in the process of being constructed) in the previous year (on safeguarded sites and on new sites). Such information will be compared with the actual and predicted waste arisings and the apportionment to ensure that there is suitable provision of waste management sites in north London.

## North London Waste Plan Summary

### *The Need*

	Units	2011	2016	2021	2027
<b>Apportionment</b> (amount of waste north London needs to manage in draft London Plan 2009)	tonnes	1,320,900	1,504,066	1,698,712	1,949,229
<b>Capacity of existing sites</b>	tonnes	1,279,374	2,270,124	1,517,124	1,517,124
<b>Additional capacity required to meet apportionment</b> (capacity gap)	tonnes	41,526	-523,058	-181,588	432,105
<b>Land required to meet apportionment</b> (based on average throughput of 50,000 tonnes per hectare)	ha	0.8	0	0	8.6
<b>Land available from reorientation of Transfer sites</b>	ha	10.3	10.3	10.3	10.3

### *Schedules of all sites*

Schedule	Site Type	Number of sites
A	Existing Waste Management (safeguarded)	27
B	Existing Transfer Station (safeguarded)	22
C	New Sites	2

### *Key Existing Site*

Site	Suitability	Area (ha)	Phasing
Edmonton EcoPark (Enfield)	General waste use		2012-2016 2022-2026

### *New Sites*

Treatment Sites	Suitability	Area (ha)	Phasing
Geron Way (Barnet)	General waste use	3.15	2012-2016
Pinkham Way (Haringey)	General waste use	5.95	2012-2016
	<b>Total</b>	<b>9.1</b>	

# 1 Introduction

- 1.1 North London, like the rest of London and the majority of the UK, has been overly reliant on sending waste to landfill as there is insufficient infrastructure to treat the amount of waste it produces. Every year the residents and businesses in north London are estimated to produce around 2.31 million tonnes of waste<sup>1</sup> with another 2.16 million tonnes of construction, demolition and excavation waste. This equates to around 2.6 tonnes per person per year.
- 1.2 The UK and European legislative framework requires councils to divert waste from landfill and move towards more sustainable methods of waste management where waste is considered as a resource. The internationally accepted hierarchy of waste management (reduce, re-use, recycle, recover, dispose) is also helping to drive change in the way waste is dealt with. North London needs to provide enough land to allow it to deal with its share of London's waste and reduce the amount of waste going to landfill. Failure to do this will be detrimental to the environment, opportunities from waste resources will be missed and it will result in increased costs through landfill tax and fines to boroughs<sup>2</sup>.
- 1.3 The North London Waste Plan therefore sets out the long term land use planning framework to identify sufficient land within north London to provide new waste management infrastructure in order to address these challenges and help in moving the sub-region to a more sustainable future.

## **Background to the North London Waste Plan**

- 1.4 The north London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest have responsibilities for waste individually and on a joint basis. The boroughs have worked together to produce this Plan as a Waste Development Plan Document as part of their individual Local Development Frameworks.

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<sup>1</sup> 2010 figure from London Plan (2009) ref?

<sup>2</sup> Under the Landfill Directive 1999, member states that fail to achieve the required levels of diversion of biodegradable waste from landfill will be fined.

- 1.5 Each borough has separate responsibility for the collection of its waste from households and some businesses. The seven boroughs appoint councillors who govern the North London Waste Authority which arranges the subsequent treatment and disposal of their wastes.
- 1.6 Each borough also has responsibility for planning matters in its own administrative area. However, in order to develop an effective land use planning framework for waste, the seven boroughs have developed this joint plan, to ensure an appropriate provision of suitable land. This plan sets out:
- a range of suitable sites for the future management of all of north London's waste up to 2027 and
  - policies and guidelines for determining planning applications for waste developments.
- 1.7 The North London Waste Plan covers the following main types of waste:

*Table 1-1 Waste Types Covered by the North London Waste Plan*

<b>Waste Type</b>	<b>Description</b>
<b>Municipal Solid Waste (MSW):</b>	Waste collected by or on behalf of a local authority. For most local authorities the vast majority of this waste is from the households of their residents. Some is from local businesses and other organisations such as schools and the local authority's own waste.
<b>Commercial and Industrial Waste (C&amp;I):</b>	Waste from trade and business premises and from industrial installations.
<b>Construction, Demolition and Excavation Waste (CDE)</b>	Waste from construction and excavation activities such as building materials, packaging and rubble.
<b>Hazardous Waste:</b>	Waste which, because of its characteristics, poses a present or potential hazard to human health or the environment.

### ***Relationship to other plans***

#### **Sustainable Community Strategies**

- 1.8 The North London Waste Plan is closely related to the Sustainable Community Strategies of the north London boroughs and their strategic partners. The strategies contain important aspirations to combat climate change, to improve the environment and to promote decentralised energy. Related to this, all of them emphasise the importance of waste prevention, waste minimisation and increasing the amount of recyclable waste collected.

### **London Plan**

- 1.9 In the London Plan (2008)<sup>3</sup> the Mayor has published a framework for waste planning in London. It assigns each borough an apportionment of municipal and commercial and industrial waste. The North London Waste Plan is required to show it can meet this apportionment and sets out a strategic approach for boroughs as part of each borough's Local Development Framework. In late 2009 the Mayor produced the draft replacement London Plan<sup>4</sup> which underwent its examination in public in 2010 and is expected to be published in 2011. While the apportionment model is not changed, the underlying waste projections on which it is based have changed and there are some other proposed changes to the waste planning framework. Where the draft London Plan differs from the London Plan these changes are noted.

### **Local Development Frameworks**

- 1.10 Under the Planning and Compulsory Purchase Act 2004, London boroughs are required to replace their existing land use plans (called Unitary Development Plans) with Local Development Frameworks.. Local Development Frameworks comprise a number of spatial planning documents, called Local Development Documents, and must contain both specific policies for waste and sites identified for waste use. In north London the Local Development Frameworks are at various stages of production. The cornerstone document of each Local Development Framework is the Core Strategy that sets out the 15 year spatial strategy and vision for the borough and policies for delivering them. All other documents, including the North London

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<sup>3</sup> *London Plan consolidated with changes 2008* <http://www.london.gov.uk/thelondonplan/>

<sup>4</sup> *Draft replacement London Plan* <http://www.london.gov.uk/shaping-london/london-plan/strategy/download.jsp>

Waste Plan, which form part of the Local Development Framework, must be in conformity with the Core Strategy.

- 1.11 The emerging and adopted core strategies of the north London boroughs contain strategic waste policies and delegate responsibility for allocating sites and setting out more specific waste policies to the North London Waste Plan.

### **North London Joint Waste Strategy**

- 1.12 The North London Waste Authority is responsible for the processing, treatment and disposal of municipal wastes from the seven boroughs. Jointly, the North London Waste Authority and the seven boroughs have drawn up a municipal waste management strategy, known as the North London Joint Waste Strategy<sup>5</sup> which was updated in June 2008. The adopted Joint Waste Strategy is separate from the North London Waste Plan and serves a different purpose. It spells out the vision and approach that will guide the management of the waste specifically collected by the seven boroughs up to 2020. This Strategy therefore helps guide the decisions that the north London boroughs make as waste collection service providers to their residents and businesses. The Joint Waste Strategy does not cover all of the waste streams produced and managed in north London, nor does it allocate sites or set planning policy for the management of waste but it does identify a need for new facilities.
- 1.13 The Joint Waste Strategy also forms the basis for the new services and facilities required by the North London Waste Authority. The Authority currently has contracts in place to manage a number of major waste facilities across north London, However, these contracts are due to end in 2014 and the North London Waste Authority is in the process of developing new contracts, which will include new facilities, to manage and dispose of its waste from 2014 and beyond. The North London Waste Authority is currently procuring a Waste Services Contract and a separate Fuel Use Contract to manage north London's municipal waste; the contracts are expected to be awarded in 2012. The North London Waste Plan is required to inform and be informed by the local municipal waste management strategy.

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<sup>5</sup> NLWA JWS available from [http://www.nondon-waste.gov.uk/resources/the\\_north\\_london\\_joint\\_waste\\_strategy](http://www.nondon-waste.gov.uk/resources/the_north_london_joint_waste_strategy)

- 1.14 Following the anticipated repeal of the Refuse Disposal Amenity Act 1978, the North London Waste Authority is likely to take over responsibility for Household Waste Recycling Centres from the boroughs and has indicated that it will seek sites to improve the geographical coverage of these recycling services to the local populations.

### **Time period of plan**

- 1.15 The draft London Plan provides an apportionment of waste to the year 2031. The timetable for production of the North London Waste Plan currently anticipates adoption of the Plan in 2012 and Planning Policy Statement 10<sup>6</sup> requires all waste development plan documents to plan for at least a 10 year period. However borough core strategies are required to plan for 15 years in line with Planning Policy Statement 12<sup>7</sup>. Therefore the North London Waste Plan must plan for 10 years as a minimum, but with a view to the future. As a result the Plan has been designed for 15 years, in line with the boroughs' core strategies of which it forms part.
- 1.16 In designing a 15 year approach there is inevitably uncertainty about future waste levels. The Plan is adopting a pragmatic approach which will allow the apportionment requirements to be met while also having some capability to meet longer term needs. The effectiveness of this flexible approach will be monitored via the Annual Monitoring Report.

### **Using the North London Waste Plan**

- 1.17 Planning applications relating to a new or existing waste facility should be submitted to the borough in which the facility is located. Developers should therefore consider the following documents when developing a planning application for a new waste facility:
- North London Waste Plan;

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<sup>6</sup> *Planning Policy Statement 10: Planning for Sustainable Waste Management, ODPM, 2005*  
<http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement10>

<sup>7</sup> *Planning Policy Statement 12: Local Spatial Planning 2008*  
<http://www.communities.gov.uk/publications/planningandbuilding/pps12lsp>

- Relevant borough's Local Development Framework including core strategy, development management policies, site allocation documents and area action plans;
- London Plan;
- National statutory guidance; and
- Supplementary Planning Guidance

1.18 Under the Mayor of London Order (2008)<sup>8</sup> certain types of waste development need to be referred to the Mayor. The Mayor has powers either to return the application to the borough as planning authority for decision, or to direct the borough to refuse an application or to act as a local planning authority and take over the consideration of the planning application instead of the borough. The relevant waste categories where the Mayor can exercise these powers are:

- Waste development with a capacity of more than 50,000 tonnes per annum of waste or 5,000 tonnes per annum of hazardous waste or occupying more than 1 hectare, or
- Waste development which does not accord with one or more provisions of the local development plan and either; occupies more than 0.5 hectares; or has capacity for more than 20,000 tonnes per annum of waste or 2,000 tonnes per annum of hazardous waste.

1.19 It should be noted that the 50,000 and 5,000 tonnes per annum figures above apply to expansion of existing facilities as well as development of new facilities.

### **Sustainability Appraisal**

1.20 The North London Waste Plan has been subject to a sustainability appraisal during the course of its development to ensure that sustainability considerations were taken into account early in the process of policy development. The purpose of sustainability

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<sup>8</sup> *The Town and County Planning (Mayor of London) Order (2008)*, from [http://www.opsi.gov.uk/si/si2008/uksi\\_20080580\\_en\\_1](http://www.opsi.gov.uk/si/si2008/uksi_20080580_en_1)

appraisal is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of Development Plan Documents. Sustainability Reports were publicly available at the Scoping stage (2007), at Issues and Options (2007) and at the Preferred Options stage (2009). A specially constituted Sustainability Appraisal Panel assisted in the process.

### **Strategic Flood Risk Assessment**

- 1.21 A Strategic Flood Risk Assessment was undertaken at the north London level to ensure that flood risk was considered as part of the planning process. Further flooding assessments were undertaken on the proposed new sites. As required by Planning Policy Statement 25, the findings of the Strategic Flood Risk Assessment on regional and local flood risk issues have been used in the assessment of a site's suitability for waste management.

### **Equalities Impact Assessment**

- 1.22 Equalities Impact Assessments were undertaken to ensure that the North London Waste Plan does not discriminate against specific target groups. This has been taken into account when developing the Plan to ensure that no target group experiences a high level negative impact from the North London Waste Plan.

### **Habitats Regulations Assessment**

- 1.23 The Habitats Regulations Assessment relates to Natura 2000 sites designated under the European Habitats and Birds Directives<sup>9</sup>. An initial screening exercise concluded that, at that stage, the Plan had the potential to impact some Natura 2000 sites. This would have required an Appropriate Assessment which considers the effect on site integrity, together with an assessment of whether the Plan's policies were likely to trigger the need for a full Habitats Directive Assessment of the Plan. However in the light of this, the policies were revised and the conclusion is that the current Plan is unlikely to have an adverse effect on the qualifying features of any Natura 2000 sites and therefore an Appropriate Assessment is not required.

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<sup>9</sup> *European Directive 992/43/EC on the conservation of natural habitats and of wild fauna and flora and European Directive 79/409/EEC on the conservation of wild birds*

### **Evidence base**

- 1.24 Alongside the appraisals, further work was done which forms part of the evidence base for the North London Waste Plan. This included:
- analysis of waste data flows,
  - examination of capacity of existing waste infrastructure,
  - development of site assessment criteria,
  - assessment of sites, and
  - assessment of deliverability of sites.
- 1.25 These studies can be found in the North London Waste Plan Technical Report.

### **Community and Stakeholder Involvement**

- 1.26 The North London Waste Plan has been informed by the widespread consultation with statutory bodies, local organisations, key stakeholders, the wider community and individuals throughout the preparation of the Plan. This has been carried out in accordance with each borough's "Statement of Community Involvement".
- 1.27 Initial consultation took place at the Issues and Options stage in January 2007. Seven issues that were fundamental to the Plan were set out for comment and workshops were held in each borough to debate them. During the Preferred Options consultation in October 2009 the boroughs' preferred approach to deal with the issues raised together with a list of proposed new sites was put forward for comment. A staffed drop-in exhibition was held in each borough and follow up meetings were held with local groups. In addition to comments at these events, 317 questionnaire responses were received and an additional 54 written responses. A "Summary of Responses" has been published on the Plan web site ([www.nlwp.net](http://www.nlwp.net)).

### **Commenting on the Plan**

- 1.28 You can make representations on this proposed submission draft of the North London Waste Plan during a six-week period running from xx April 2011.
- 1.29 At this stage representations should concern themselves with whether the North London Waste Plan is legally compliant and "sound". To be found sound the North London Waste Plan needs to be:
- **Justified** – founded on a robust and credible evidence base and the most appropriate options,
  - **Effective** – deliverable, coherent and flexible, and
  - **Consistent** – with national policy

Further information about the test of soundness can be found in Planning Policy Statement 12<sup>10</sup> and the comment sheet

1.30 All responses must be received by **Date 2011**.

1.31 Additional copies of this report can be downloaded from the project website [www.nlwp.net](http://www.nlwp.net). Hard copies are available to view at:

- libraries in the seven north London boroughs; and
- London Borough of Barnet  
Barnet House, 2nd Floor, 1255 High Road, Whetstone, N20 0EJ
- London Borough of Camden  
Camden Town Hall, 5th Floor Reception, Argyle Street, London, WC1H 8EQ
- London Borough of Enfield  
Civic Centre, Silver Street, Enfield, EN1 3XY
- London Borough of Hackney  
Planning Duty Desk, Hackney Service Centre, 1 Hillman Street, London E8 1DY
- London Borough of Haringey  
Civic Centre, High Road, Wood Green, London N22 8LE
- London Borough of Islington  
Islington Contact Centre, 222 Upper Street, London N1 1XR
- London Borough of Waltham Forest  
Waltham Forest Town Hall, Sycamore House, Forest Road, London E17 4JF

1.32 The representations made on the North London Waste Plan will be forwarded to the Planning Inspector.

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<sup>10</sup> *Planning Policy Statement 12: Local Spatial Planning 2008*  
<http://www.communities.gov.uk/publications/planningandbuilding/pps12lsp>

- 1.33 There will be an independent Examination of the Plan which will start upon submission of the Plan to the Secretary of State in July 2011 and culminate in a hearing before an independent Planning Inspector in October 2011. Following the Examination, the Inspector will issue a binding report expected to be in January 2012. Following ratification of the Inspector's report by each borough, the Plan will be formally "adopted" by each borough in June 2012.

## 2 Key Issues for waste in North London

2.1 North London is a large, vibrant and diverse area. Those dealing with waste and recycling, operating or developing waste facilities and services have to deal with the unique circumstances in the area and be able to address the opportunities and challenges that they pose. This section outlines some of the key issues in north London that the North London Waste Plan, other plans and strategies and any future development should address.

### Geographical extent

2.2 The north London boroughs cover a large swathe of London from the inner city into the green belt of outer London (see Figure 2.1). To the south the North London Waste Plan area borders on the square mile of the City of London and the City of Westminster and itself includes parts of central London. To the north the area borders on Hertfordshire and Essex. To the west lie the London boroughs of Brent and Harrow, both constituent councils of the West London Waste Authority. To the east neighbours are the London boroughs of Tower Hamlets and Redbridge. Redbridge is a constituent council of the East London Waste Authority. Altogether the north London boroughs cover 293 square kilometres.

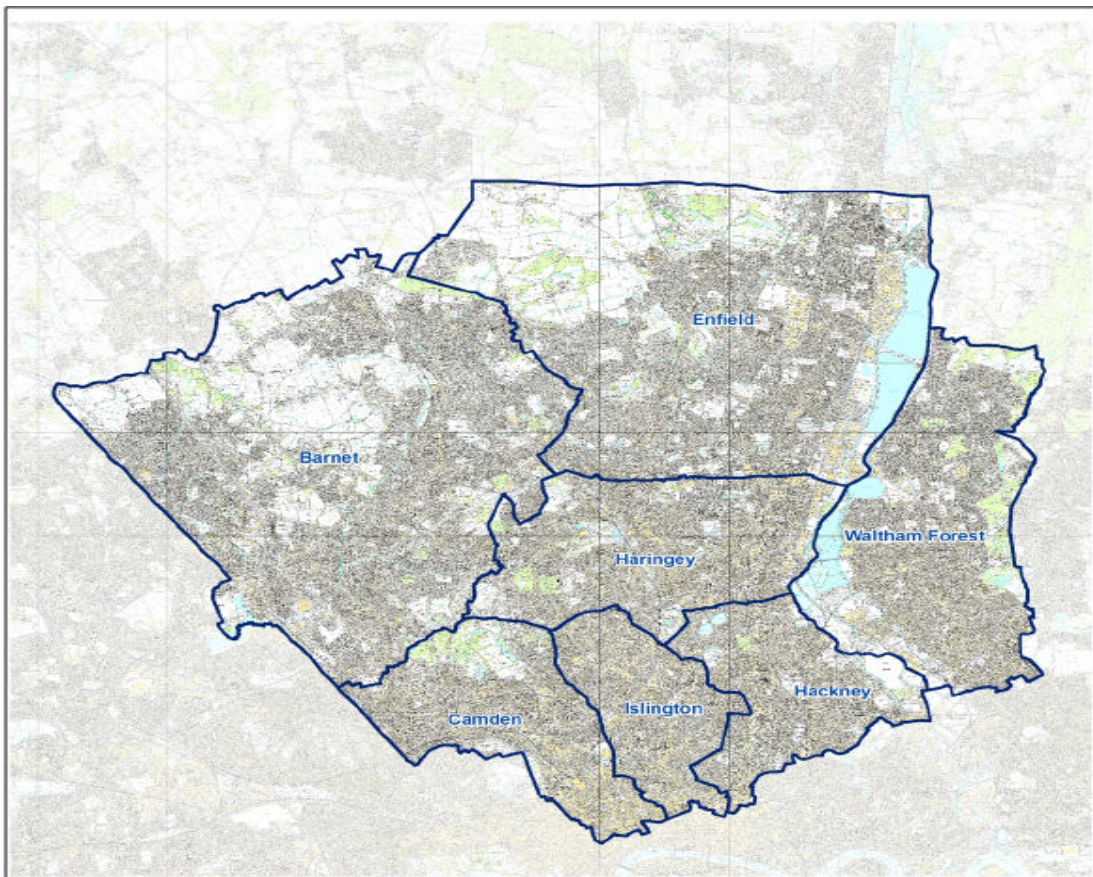


Figure 2. 1: North London boroughs

### **Population characteristics**

- 2.3 The total population of north London is estimated to be 1.73 million in 2010<sup>11</sup>. It has risen from 1.6 million in 2001, by around 1% every year. Across the boroughs there is a greater proportion of younger people (ages 20 – 39) than nationally. There is a wide range of cultural and ethnic diversity across all the boroughs which is equal to the London average but above equivalent figures for England.
- 2.4 The population density varies across inner and outer London boroughs, but over all north London's population, density is high, at 55 people per hectare, and higher than the London average of 46. While more traditional housing predominates in outer boroughs, there is a high proportion of flats over all and particularly in inner London and, consequently, there is a smaller number of gardens. Both of these have implications for the collection of waste and recycling. It is generally recognised that it is more difficult to collect recycling from flats than from houses with a street frontage. The smaller number of gardens also reduces the likelihood that householders are able to compost at home.

### **The need for new waste infrastructure**

- 2.5 North London is projected to produce approximately 4.7 million tonnes of waste in 2011, the largest proportion of which (47%) will come from construction and demolition, followed by commercial and industrial sources (28%) and then municipal waste collected from households and businesses (21%)<sup>12</sup>.
- 2.6 Recycling levels in London have improved enormously in recent years but London remains the worst performing region in the country which in turn lags behind the levels achieved in many European countries. Recycling targets set for north London are challenging and will not be achieved without new waste management infrastructure, improved waste services and greater public participation.
- 2.7 While north London does contain an incinerator that produces electricity from waste, many of the other waste management facilities are based around transfer by road or

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<sup>11</sup> <http://data.london.gov.uk/documents/DMAG-Update-08-2010-2009-Round-Demographic-Projections-for-the-London-Plan.pdf>

<sup>12</sup> *Draft London Plan 2009*

rail to landfill sites outside London. North London does not have any landfill sites. In the light of European and national policy on waste, this position is no longer tenable and more needs to be done to drive waste up the waste hierarchy. However, there has been progress and in the last six years north London has seen its first large scale composting and materials recycling plants start operating. The North London Waste Plan intends to build on this progress and plan for an efficient and sustainable waste infrastructure.

### **Competition for land**

- 2.8 Over north London as a whole the predominant land use is housing. There are also concentrated areas of commercial activity and town centres such as Walthamstow, Wood Green, Enfield Town, Chipping Barnet and Brent Cross. The Upper Lee Valley on the east of the area is a concentrated area of industrial activity and each borough contains areas of industrial land. The expanses of open spaces and green belt are important for shaping the urban and suburban character of the boroughs and there is agricultural land in the north of the Plan area.
- 2.9 There are many zones of historic conservation interest including over 14,000 listed buildings and 172 conservation areas. The area is characterised by neighbourhoods with distinct identities. Cultural landmarks include Camden Market, the British Museum, Alexandra Palace, Forty Hall, the RAF Museum, London's only historic battlefield site at Barnet, and the football stadiums of Arsenal and Tottenham Hotspur. Part of the 2012 Olympic area is included in Waltham Forest and Hackney.
- 2.10 Waste development has to compete with alternative uses for land. The desire to expand existing communities with new housing, jobs and schools and to preserve historic and natural environments means that waste has to compete with other uses. Employment areas where waste uses are more likely to locate are under increasing pressure too from movement of firms displaced from the Olympic site, from rising rents and from pressure on local authorities to release employment land for other uses.

## Dealing with growth

- 2.11 North London's population is projected to rise from the current 1.73 million to 1.93 million in 2027, an increase of 10%<sup>13</sup>. North London is identified as an area of growth for the future, with the number of jobs projected to rise by 15% from 972,000 (in 2007) to 1,123,000 (in 2026)<sup>14</sup>. The London-Stansted-Cambridge-Peterborough growth area and the London-Luton-Bedford corridor also include areas of north London. The draft London Plan has also set out areas for growth in London. It identifies opportunity areas in the Upper Lee Valley, Cricklewood/Brent Cross, Colindale/Burnt Oak and at Euston, Kings Cross and Tottenham Court Road. In addition, areas of intensification are identified at Wood Green, Dalston, Mill Hill East, Farringdon and Holborn.
- 2.12 Increases in population and in jobs in the past have usually led to greater amounts of waste being generated and therefore needing to be managed. Growth in north London could therefore result in greater amounts of waste particularly as part of the population growth is expected to include a growing number of smaller households. While employment growth is projected in sectors where generation of waste is less intense than in industry, growth here too could lead to greater pressure on waste facilities.
- 2.13 Contrary to this, there is some evidence that the level of waste being generated in north London is actually falling<sup>15</sup>. This could mean that there is a wider understanding and recognition of waste as an issue and that the link between economic growth and waste growth has been broken. However one of the risks inherent in drawing up a plan based on projections is that trends can change both up and down. Robust monitoring of waste levels is therefore proposed in the Plan.

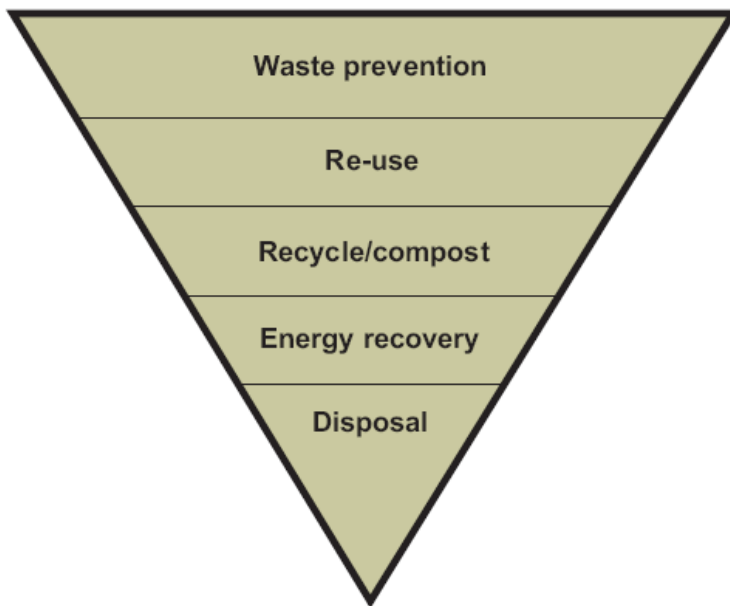
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<sup>13</sup> <http://data.london.gov.uk/documents/DMAG-Update-08-2010-2009-Round-Demographic-Projections-for-the-London-Plan.pdf>

<sup>14</sup> <http://www.london.gov.uk/publication/economic-evidence-base-october-2009-version>

<sup>15</sup> Defra Waste Data Flow returns, <http://www.defra.gov.uk/evidence/statistics/environment/wastats/index.htm>

- 2.14 The North London Waste Plan supports the management of waste according to the waste hierarchy (Figure 2.2) as identified in the Waste Strategy for England<sup>16</sup> and the London Plan. Waste prevention is at the top of the hierarchy. The boroughs will work towards waste minimisation and resource efficiency by encouraging reuse and recycling through the services they deliver and through the planning system. They will seek to influence on-site re-use/recycling in new developments and the incorporation of the principles of the hierarchy in new developments to encourage potential operators to reduce, reuse and recycle wastes.
- 2.15 It is important that waste is prevented wherever possible to ensure that there is less waste to manage. Each of the seven boroughs is already dealing with wider waste issues such as encouraging waste minimisation and increasing recycling in accordance with the waste hierarchy. All boroughs operate household waste recycling collections, reuse and recycling centres and offer information on waste minimisation such as home composting or re-usable nappies.



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<sup>16</sup> Waste Strategy for England (2007), Department for Environment, Food and Rural Affairs (DEFRA) [www.defra.gov.uk](http://www.defra.gov.uk)

Figure 2. 2: The Waste Hierarchy<sup>17</sup>

- 2.16 A Waste Prevention Plan has also been produced by the North London Waste Authority in partnership with the seven boroughs which essentially focuses on changing our patterns of consumption, encouraging us to consider the implications of waste produced by the products we purchase and also encouraging the repair and reuse of items rather than disposal. The wider issue of tackling the producers of waste, such as retail and industry, and minimising waste which is not under the boroughs' control is dependant on the Government. The north London boroughs and the North London Waste Authority will continue to lobby the Government to place more responsibility on the producers of the waste.

### **Environment**

- 2.17 In north London there are areas of important green space including many parks and larger areas such as Hampstead Heath, the Lee Valley Regional Park and part of Epping Forest. There are Green Belt designations in the outer areas together with areas of agricultural land in Barnet and Enfield.
- 2.18 The Lee Valley contains a Ramsar site, an internationally important wetland habitat. The reservoirs and old gravel pits support internationally important numbers of wintering birds as well as other nationally important species. In the Lee Valley and in other parts of north London there are a total of six Sites of Special Scientific Interest (SSSI). There are 20 Local Nature Reserves and 284 sites of importance for nature conservation of varying grades. Given the concentration of industrial land in the Lee Valley this poses challenges here and elsewhere for development to take into account key biodiversity issues set out in borough Biodiversity Action Plans.
- 2.19 On the east side of this area of north London, a number of key tributaries flow into the River Lee while parts of Barnet drain into the River Brent to the west. There have been floods in the last sixty years and climate change means that this could become

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<sup>17</sup> *Waste Strategy for England (2007), Department for Environment, Food and Rural Affairs (DEFRA)*  
[www.defra.gov.uk](http://www.defra.gov.uk)

more of a threat in the future. Planning Policy Statement 25<sup>18</sup> guidelines suggest that most waste uses are generally suitable for sites at a high probability of flooding. However management or storage of hazardous waste may not be possible at some of these sites if the exception test cannot be passed. Flood risk is therefore an important consideration in the selection of sites.

- 2.20 Protection of groundwater is vital to prevent pollution of supplies of drinking water. Secondary aquifers are important in providing base flows to rivers. Given that the chalk aquifer is quite near to the surface and due to a historically high level of abstraction of groundwater in the Lee Valley, groundwater protection particularly around boreholes means restrictions on particular waste uses that might pollute water supplies in areas of high sensitivity. The Environment Agency has designated areas of source protection zones in a number of areas, particularly in the Lee Valley.
- 2.21 Where previously developed land has been in industrial use there is a potential danger of contaminated land because of the types of industry that have historically operated in north London. Where this is an issue it needs to be dealt with before an affected site can be re-used and will be considered as part of the planning process as individual sites come forward for development<sup>19</sup>.

## Transport

- 2.22 North London benefits from good access to the strategic road network, including the M1 and M11 which run through the plan area. The strategic road network is dominated by radial routes to the centre of London but they also include the orbital A406 North Circular Road. Parts of the network experience high levels of congestions at peak and off peak hours, despite the fact that part of the area lies within the Mayor's congestion charging zone. Traffic levels are a key reason why six of the boroughs have declared their whole borough an Air Quality Management Area

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<sup>18</sup> *Planning Policy Statement 25 Development and Flood Risk*  
<http://www.communities.gov.uk/publications/planningandbuilding/pps25floodrisk>

<sup>19</sup> *Planning Policy Statement 23 Planning and Pollution Control gives guidance on how to approach issues of potential contamination.*  
<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pps23/>

while the seventh has declared parts. Car ownership levels are low compared to the national average in the inner boroughs but average in the outer boroughs.

- 2.23 Three main train lines terminate in the plan area at Euston, St Pancras and Kings Cross. Local overground services contain many radial and also some orbital routes. North London is generally well served by underground lines. In addition the Grand Union Canal and the Lee Navigation Canal run through the area.
- 2.24 A significant amount of waste is transported by road and so impacts on the capacity of roads are well known. However the area is fortunate in that there is potential for more sustainable transport of waste by rail and water. A rail transfer station is currently in use at Hendon to take waste to landfill and there have been trials on the potential for transporting waste on the Lee Navigation. The potential for sustainable transport has played a part in the assessment of waste sites.

### **Climate change**

- 2.25 The north London boroughs are all focused on the challenges posed by climate change. Borough strategies are driven by the requirements to mitigate and adapt to the effects of climate change. Climate change is a key driver in terms of ending the reliance on disposal to landfill where waste can create dangerous greenhouse gases. Instead waste is now being considered as a resource that is too important to just throw away because of the amount of carbon and other resources used initially to create it and the additional amount that would be required to replace it.
- 2.26 The North London Waste Plan also sees waste as a resource and waste management as an opportunity for the future, something which local residents and businesses can benefit from. With future waste management technologies comes the opportunity for innovation, job creation, education and awareness raising and very real benefits in energy generation and alternative fuels. After the maximum levels of re-use and recycling has been achieved, the remaining waste offers an important potential renewable energy source for decentralised or industrial use.
- 2.27 The North London Waste Plan takes into account the potential to deliver the sustainability benefits listed above. It considers the future of waste technology and can provide the flexibility for advances in and the development of new waste

treatment methods/technologies to take place. Over time, these advances should increase the efficiency and sustainability of waste operations and may in turn reduce the overall need for land.

- 2.28 Waste management technologies can be linked into reprocessing and remanufacture of materials and can be co-located with other industrial processes where heat and power generated by one process can be used to drive another process. An example of such opportunities from waste is the on-going development at Dagenham Dock Sustainable Infrastructure Park<sup>20</sup> where environmental technology firms are locating and benefitting from each others' outputs. This demonstrates that a central focus on resource and waste management can drive regeneration and that waste management need not be seen as a 'bad neighbour' but can provide opportunities for sustainable development in an integrated manner. Another example of an integrated approach is the CL:AIRE code of practice<sup>21</sup> and the reuse of soils on sites with land contamination issues. Under the code of practice materials arising on a site need not be considered waste if they are to be reused on the same site. A good example of this joint approach to waste management is the "hub and cluster" solution. In a cluster project specified sites share a temporary treatment facility known as a hub. This approach is being used to deal with soils at the Olympics development.
- 2.29 An Energy Strategy is being undertaken to inform the preparation of the Mayor's Upper Lee Valley Opportunity Area Planning Framework (OAPF) with the focus around the potential of a decentralised energy scheme utilising heat from existing and planned power plants in the area and existing green industries. To date a range of supply options have been identified and considered likely to be technically feasible. However, the strongest commercial case is believed to be associated with the North London Waste Authority's waste management operation in Edmonton (Central Leaside), due to its proximity to demand hubs and the lower anticipated costs of conversion to supply district energy. Further work is now underway to explore this potential.

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<sup>20</sup> <http://www.londonsip.com/>

<sup>21</sup> CL:AIRE Code of practice - <http://www.environment-agency.gov.uk/business/sectors/32731.aspx>

- 2.30 The North London Waste Plan is based on the assumption that effective waste and resource management can make a positive and lasting contribution to the sustainable development of London and towards combating climate change.

**Cross border issues**

- 2.31 While north London generates a lot of waste, waste does not operate in a closed system that stops at administrative boundaries. While by definition much of the waste is collected in north London, treatment has tended to be carried out elsewhere with the waste transported there by road or rail. One of the purposes of the North London Waste Plan is to make the area more self-sufficient, dealing with more of its own waste and thus contributing to the overall target of making London self-sufficient. However even at the end of the plan period, waste will continue to cross boundaries for treatment. This will particularly be the case with hazardous waste because of the specialist nature of the treatment facilities required.
- 2.32 There are no sites for landfill in north London. Historically the area has been reliant on landfill sites outside the region. This reliance will decline as north London's new waste facilities come on line and waste is treated higher up the waste hierarchy. However, even when greater self-sufficiency has been achieved there is still likely to be a requirement for some types of landfill, particularly for non-biodegradable and non-recyclable waste. Equally there will continue to be imports of waste and recycling from outside the area for treatment in north London. The north London boroughs and the North London Waste Authority will continue to work through London wide and inter-regional bodies on important regional and sub-regional waste issues.

## 3 Vision and Objectives of the Plan

### Vision

- 3.1 The vision of the North London Waste Plan ensures that the long term implications of managing waste and developing the sub-region's waste management infrastructure are considered, rather than focusing on short term solutions.
- 3.2 The vision integrates national, regional and local policies and strategies with the views of stakeholders and the evidence base that underlies the Plan:

By 2027 North London will have reduced its reliance on landfill and moved towards self-sufficiency in dealing with the waste it generates. It will achieve this by developing and operating facilities that are well integrated into the social, economic and environmental fabric of the area and which extract the maximum benefit from the resources in waste as far up the waste hierarchy as possible.

### Aims and objectives

- 3.3 The aims and objectives of the North London Waste Plan were developed in response to the key issues for north London and in consultation with key stakeholders and the residents of north London.
- 3.4 The aims:
- To identify a range of suitable and viable sites to meet the north London boroughs' future waste management needs and thereby support increased self-sufficiency for London and better use of resources;
  - To set out a range of policies designed to support determination of planning applications for waste facilities as well as ensure a more general and sustainable approach to waste and resource management as impacted on by the land use planning system; and
  - To maximise the contribution of the Plan to north London's environment, economy and society and to play a part in dealing with north London's wider needs and improving the quality of life across the area.

3.5 The Objectives of the Plan, which will assist in the delivery of the aims, are:

- Through policies and proposals, to ensure that north London's waste is managed as far up the waste hierarchy as possible, to ensure environmental and economic benefits are maximised;
- Through appropriate safeguarding policies, to ensure no net loss of existing waste sites;
- To identify, through a rigorous methodology, a range of sites capable of managing, within north London, the amounts of waste (apportionment) as set out in the draft London Plan (2009);
- Through rigorous Development Management policies, to ensure that all waste developments accord to high standards of design, build quality and operation;
- To integrate the North London Waste Plan with the key aims and objectives of the boroughs' Sustainable Community Strategies;
- To integrate with the North London Joint Waste Strategy for municipal waste management;
- To promote sustainable development within the plan area through the integration of social, environmental and economic considerations;
- To contribute to the promotion and development of low carbon industries and decentralised energy in north London;
- To ensure, as far as is practicable, that the Plan supports the minimisation of transport impacts and the promotion of sustainable forms of transport such as rail and water; and
- To ensure, as far as is practicable, the minimisation of environmental effects and impacts on amenity.

## 4 Existing waste management

- 4.1 North London produces, and is expected to continue to produce, a significant quantity of waste. Based on the data in the draft London Plan, approximately 4.7 million tonnes of waste will be generated in north London in 2011, which is anticipated to rise to over 5.1 million tonnes by 2031. This section looks at the amount of the different types of waste being generated and how it is managed at present. The next section looks at future trends.

### Mix of waste

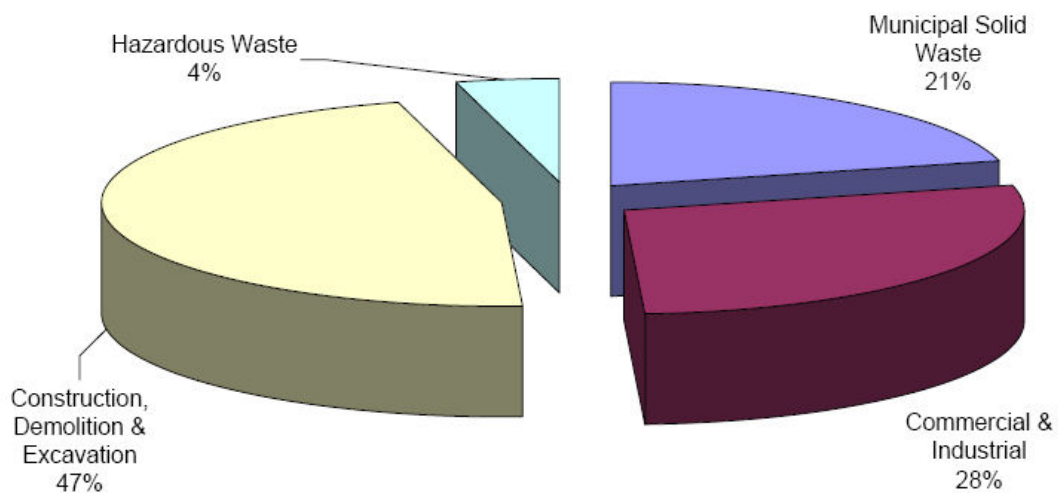


Figure 4.1 North London Waste Arising Breakdown (2011, 4.7 million tonnes)<sup>22</sup>

- 4.2 Figure 4.1 shows that of the 4.7million tonnes of waste predicted to arise in north London in 2011, by far the largest proportion is considered to be construction,

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<sup>22</sup> Predicted north London waste arising breakdown, based on draft London Plan (2009) data and assumed continuation of hazardous waste arising at 200,000 tonnes per annum.

demolitions and excavation waste, followed by commercial and industrial and municipal solid waste. Hazardous waste is a small part of the total waste stream.

### **Estimating capacity of facilities**

4.3 Before considering the different types of waste in north London it is worth noting that not all waste facilities in north London are counted as managing waste. Some are used to bulk waste and transfer it to landfill or other treatment operation<sup>23</sup>. Based on Environment Agency waste data returns, there is just over 2.1 million tonnes of existing permitted waste management capacity in north London. Due to a lack of regularly updated reliable data it is not possible to robustly estimate the actual operating throughput of these facilities from Environment Agency data alone. To address these data issues, waste treatment facilities have been contacted to verify their capacity and operating throughput. Where site operators were not willing to provide these details, an assumption has been made that facilities operate at 75% of licensed capacity in line with the London Plan. In addition data was obtained from the North London Waste Authority. Using all the data combined, the North London Waste Plan estimates that the current available, permitted, waste treatment capacity in north London is 1.27 million tonnes per annum.

4.4 The reason for this discrepancy between actual operating capacity and licensed/permitted capacity is not clear. It may in part be due to the banding of tonnage figures used for charging for environmental permits. Licences typically reflect the maximum throughput and the situation is exacerbated by a lack of accurate reported data on operating throughputs. However, the North London Waste Plan's preferred approach of intensifying existing waste management operations should help to deliver additional treatment capacity by increasing current site throughputs to be more in-line with the licence capacities.

### **Municipal Waste**

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<sup>23</sup> Paragraph 5.73 of the draft London Plan states "waste is deemed to be managed in London if:

- it is used in London for energy recovery;
- it is compost or recycle sorted or bulked in London material recycling facilities for reprocessing either in London or elsewhere;
- it is solid recoverable fuel (SRF) produced in London."

4.5 Municipal waste is waste that is managed by the North London Waste Authority and includes household waste, kerbside collected recyclables, garden waste, household waste recycling centre waste, and some 'trade waste' collected from businesses. Total household waste accounts for around 75% of the municipal waste managed by North London Waste Authority.

4.6 In 2009/10 the North London Waste Authority managed just under 900,000 tonnes of municipal waste of which, 36% was incinerated (with energy recovery) and 23% was recycled or composted, meaning that 60% of north London's municipal solid waste was managed in north London with 40% being landfilled outside the sub-region (Figure 4.2). These figures for landfill compare less well with previous years; the 2009-10 tonnage sent to landfill rose whereas for the previous three years the amount of municipal waste sent to landfill has fallen significantly, both in absolute tonnage terms and as a proportion of the total, since 2006-7 (see Table 4-1). However, the proportion of waste recycled/composted has remained fairly static. The reason for the rise in landfill was due to technical problems with the Edmonton Incinerator; it is expected that in 2010-11 the proportion of north London's municipal waste incinerated will be back around 50%.

Table 4-1 NLWA Municipal Waste Management

Year	Landfill	%	Incineration with EfW	%	Recycled & Composted	%	Other	%	Total
2009-10	358,790	40.2	318,607	35.7	206,629	23.2	8,104	0.9	892,130
2008-09	264,141	28.9	444,016	48.7	197,504	21.6	6,801	0.7	912,463
2007-08	292,428	31.0	447,520	47.4	204,445	21.6	195	0.0	944,588
2006-07	346,808	35.6	416,527	42.8	195,249	20.1	14,769	1.5	973,353

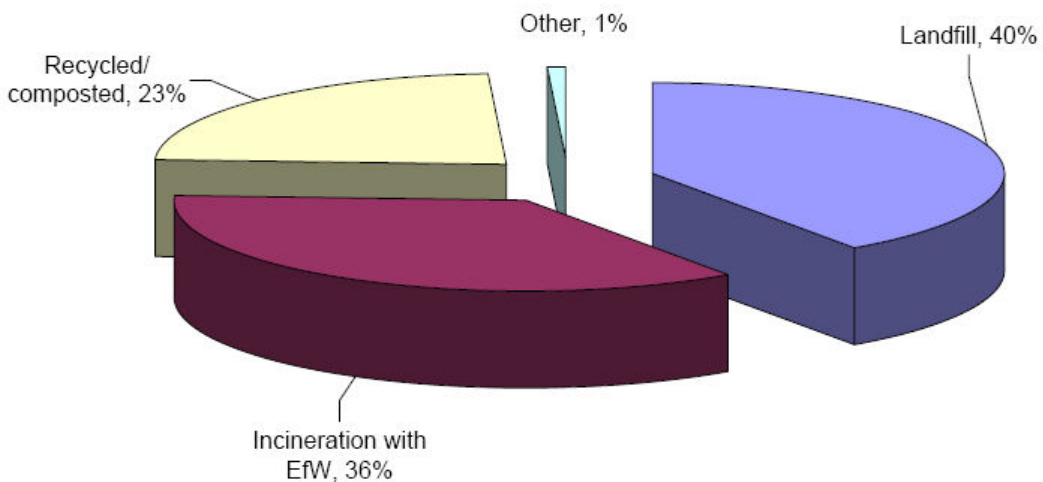


Figure 4.2 North London Waste Authority Municipal Solid Waste Management 2009-10

4.7 North London already has a significant amount of waste infrastructure for managing its own waste. For municipal waste north London has the following facilities (SHOWN ON MAPXXX):

- Incinerator with energy recovery and ash recycling plant, at Edmonton;
- Compost plant, at Edmonton;
- Rail transfer station, at Hendon in Barnet;
- Road transfer station, at Hornsey Street in Islington;
- Bulky waste sorting and road transfer station, at Edmonton; and
- Nine Household Waste Recycling Centres across the sub-region.

4.8 As the statutory body with responsibility for managing north London's municipal solid waste the North London Waste Authority is currently in the process of procuring a new contract for the long-term management of municipal waste. This is likely to involve the development of new infrastructure within north London that will help achieve the Authority's targets for recycling and composting and diversion from landfill. The North London Waste Plan has considered these needs in the development of the Plan.

### **Commercial and Industrial Waste**

4.9 Historically the UK has considered Commercial and Industrial waste to be a distinct category of waste. However, with the implementation of the European Waste Catalogue<sup>24</sup> (EWC) as a method for coding waste, much of this waste will increasingly be categorised as "Municipal Wastes".

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<sup>24</sup> Consolidated European Waste Catalogue from <http://www.environment-agency.gov.uk/static/documents/GEHO1105BJVS-e-e.pdf>

4.10 In the meantime the last data available for commercial and industrial waste (2002/03) estimated that north London produced just under 1.6 million tonnes of Commercial and Industrial waste and of that just less than half a million tonnes came from industrial sources, with the rest coming from commercial sources. The majority of these Commercial and Industrial wastes were classed as mixed and non-metallic wastes (see Figure 4.3). Of the waste produced 41% was recycled and 43% was disposed of to landfill. Results from the Department of Environment, Food and Rural Affairs (Defra) Survey of Commercial and Industrial Waste Arisings for 2009 will be available in December 2010.

4.11 Existing facilities shown on MAPXXX treat, amongst other things, waste tyres, metals, cars and white goods.

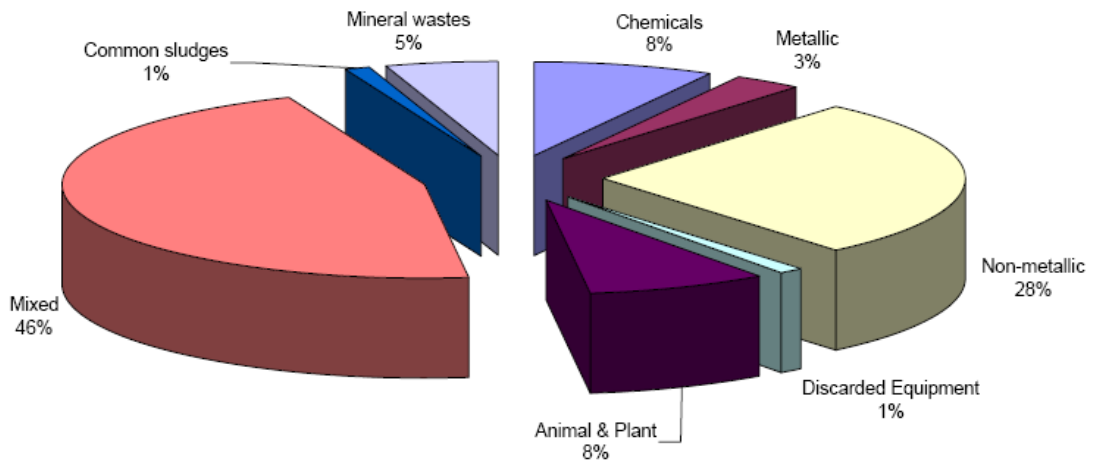


Figure 4.3 North London Commercial and Industrial Waste Composition 2002-03

### **Construction, Demolition & Excavation wastes**

- 4.13 Construction, demolition & excavation waste makes up almost half (48%) of London's total waste, and this hold true in north London where construction demolition and excavation waste accounts for 47% of the total waste arising, meaning that north London generates 22% of all of this kind of waste in London.
- 4.14 Analysis of the most recent Environment Agency data for construction and demolition wastes<sup>25</sup> indicates that 1.165 million tonnes was removed from sites in north London while 1.195 million tonnes was received by sites in north London. Of the waste received by sites in north London: 40% was for treatment; 37% was for transfer; and 17% was for metals recycling. Of the waste removed from north London: 43% was recycled or reprocessed, 12% was landfilled; and 45% is 'unknown' though this is likely to be for treatment or transfer.

### **Hazardous wastes**

- 4.15 Hazardous waste is waste that has been categorised as containing potentially damaging properties which may make it harmful to human health or the environment. It ranges from asbestos, chemicals and oil to old television sets and fluorescent tubes. It is not a large waste stream but a very sensitive one. Analysis of the latest data produced by the Environment Agency<sup>26</sup> suggests a net export of around 200,000 tonnes per annum of hazardous waste from north London.
- 4.16 Hazardous waste is not a homogeneous waste stream and requires numerous different treatment techniques and processes (see Figure 4.4). It also means that the treatment and disposal of hazardous waste can require specialised facilities which are geographically dispersed.

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<sup>25</sup> For the purposes of this analysis, construction and demolition waste refers to wastes categorised under chapter 17 of the European Waste Catalogue; from <http://www.environment-agency.gov.uk/static/documents/GEHO1105BJVS-e-e.pdf>

<sup>26</sup> The latest Environment Agency data is 2008. This shows a marked increase in the amount of hazardous waste arising in north London (2006 – 69,021 tonnes, 2007 – 72,829 tonnes). This change is due to changes in the classification of what is hazardous waste which resulted in more waste entering the hazardous category, rather than an increase in total waste.

4.17 North London both exports and imports hazardous waste. In 2008 north London exported 207,143 tonnes of hazardous waste to 49 counties (or districts) described in over 150 different categories of hazardous waste (see Figure 4.5) whereas it imported 7,711 tonnes, from 9 different regions of England using over 20 different categories. However, the vast majority of this was from London, the South East and the East of England.

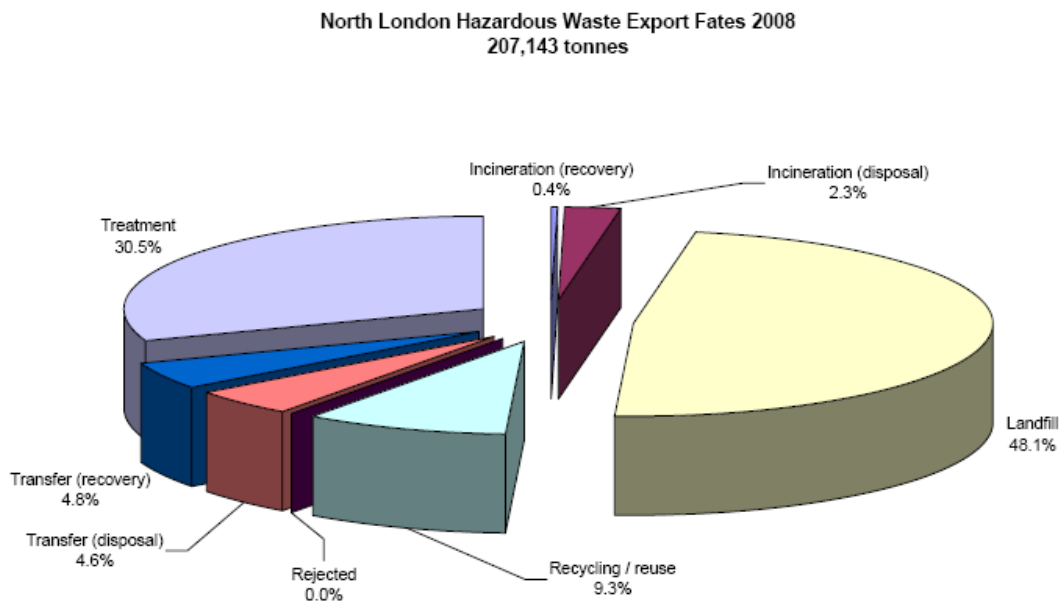
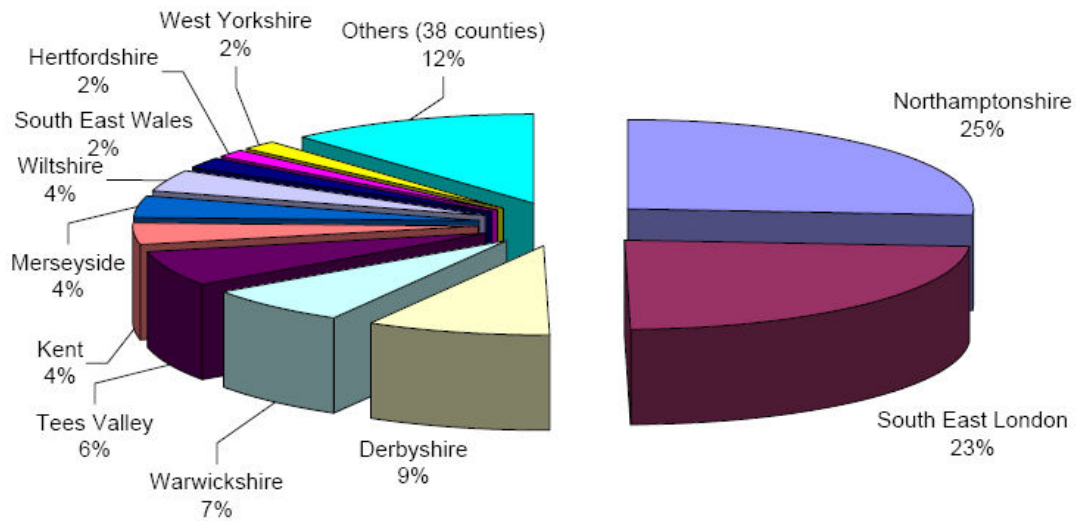


Figure 4.4 North London Hazardous Waste Export Disposal Methods, 2008

**Hazardous Waste Export Destinations 2008 (207,143 tonnes)**



*Figure 4.5 North London Hazardous Waste Export Destination, 2008*

4.18 North London has existing hazardous waste facilities with a total capacity of 17,500 tonnes. A significant portion of this capacity is in the clinical (healthcare) waste incinerator at Edmonton.

**Role of landfill in the disposal of waste**

4.19 Landfill disposal accounted for just over 950,000 tonnes of north London’s waste in 2008 and all of this had to be exported as north London has no landfill capacity. Figure 4.6 shows the different types of landfill

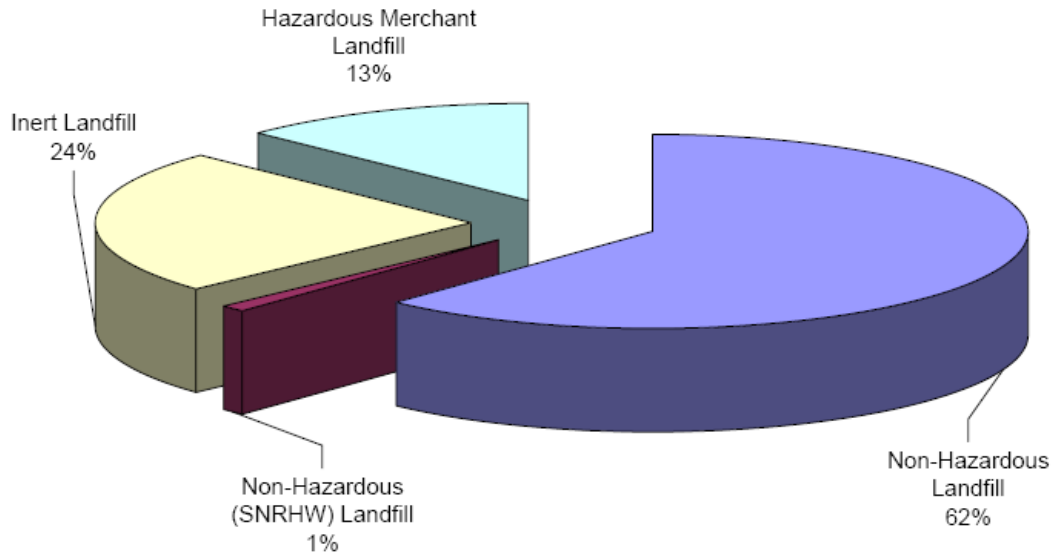


Figure 4.6 North London Landfilled waste, 2008

- 4.21 There are several different types of landfill, all of which play a different role in helping to manage north London's waste. Non-hazardous landfill usually accounts for residual household waste and commercial and industrial waste, whereas inert landfill usually accounts for construction, demolition and excavation waste. Hazardous waste landfills are highly specialised and only accept certain hazardous waste, while SNHRW (stable, non-reactive hazardous waste) landfill can be a 'cell' in a landfill that is specifically designed to accept stable non-reactive hazardous waste (eg asbestos) and landfill it separately from biodegradable waste.
- 4.22 Figure 4.7 shows the general locations of where non-hazardous waste for landfill was exported to from north London in 2008. The sizes of the arrows indicate the relative proportion of the 590,000 tonnes.



Figure 4.7 North London non-hazardous landfill disposal routes (590,000 tonnes), 2008

### Wastewater & Sewerage Sludge

- 4.23 Thames Water Ltd is responsible for wastewater and sludge treatment in London and as part of this responsibility it manages key pieces of sewerage infrastructure such as the Deephams Sewage Treatment Works lying within Enfield. In 2008 it

consulted on options for sludge treatment<sup>27</sup>. It identified that in 2006, 62% of its sludge went to land recycling (agriculture), while 36% went for “*thermal destruction with energy recovery*”. However land recycling is becoming increasingly difficult and therefore Thames Water is proposing to maximise energy recovery from sludge while minimising sludge volumes. The main process for energy recovery is likely to be through enhanced digestion. This should result in a shift to 56% thermal destruction with energy recovery and 42% land recycling by 2018. The strategy is likely to be extended to 2035, monitoring the availability of land for land recycling and increasing energy recovery as necessary.

### **Agricultural Waste**

- 4.24 Within north London there is agricultural land in the London boroughs of Barnet and Enfield. Data from the Environment Agency show that agricultural activity in the London region in 2003 produced only 35,000 tonnes of waste and that the majority of these wastes were compostable and/or digestible. The agricultural waste arising in London in 2003 was less than two thirds of that produced in 1998. Analysis of the 2008 waste data from the Environment Agency indicates that just over 2,100 tonnes of agricultural waste were removed from sites in the sub-region<sup>28</sup>.

### **Radioactive Waste**

- 4.25 Special facilities are usually required to deal with radioactive waste. However, low-level radioactive waste can sometimes be disposed of safely to conventional landfills or incinerators. Much of the low level radioactive waste suitable for disposal to these kinds of facility is generated by conventional (that is, non-nuclear) industries, a major producer being the healthcare sector<sup>29</sup>. No information on local arisings is available but the volume of radioactive waste generated in north London is likely to be very low.

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<sup>27</sup> *Consultation on Thames Water's Draft Strategic Proposals for Sludge Management, Thames Water, June 2008*

<sup>28</sup> *Analysis of data contained in “EA Waste Data Interrogator 2008” CD*

<sup>29</sup> *Waste Strategy for England 2007, Annex C15, Defra*

### **Clinical Waste**

- 4.26 Clinical waste (now usually referred to as healthcare waste) covers a wide range of waste from hospitals, nursing homes, health centres, veterinary surgeries, dental surgeries, GP surgeries, etc and can be both hazardous and non-hazardous. Historically virtually all clinical waste was treated as hazardous and disposed of via incineration; however, changes to the hazardous waste regulations in 2005 and increasing costs of disposal, meant that clinical waste was segregated from 'domestic type' waste arising from hospitals etc. Domestic type waste (eg non-infectious waste) is usually sent for landfill or recovery, whereas pharmaceutical wastes, infectious wastes and all sharps (eg syringes) are usually sent for incineration.
- 4.27 North London has approximately 55,000 tonnes of hazardous healthcare (clinical) waste treatment capacity; this is mainly the clinical waste plant at Edmonton. This plant is currently under utilised (ie does not operate near to full capacity) and therefore specific provision for additional clinical waste management facilities is unlikely to be required in north London.
- 4.28 In 2008, north London exported around 6,470 tonnes of hazardous healthcare waste, mainly to Kent, Greater Manchester and West Sussex and imported an additional 7,511 tonnes from elsewhere in the UK, mainly London, the East of England and the South East regions.

### **Exempt Sites**

- 4.29 Most waste management operations need an environmental permit to operate unless they are 'exempt'. Not having an environmental permit does not mean that these activities are un-regulated but that because they are less likely to cause harm to health or the environment they can be treated with 'lighter touch' regulation. An exempt waste management operation is a low risk waste handling operation where the activity must not: pose a risk to water, air, soil, plants or animals, cause a nuisance through noise or odours, or adversely affect the countryside or places of special interest<sup>30</sup>:
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<sup>30</sup> Information from NetRegs: <http://www.netregs.gov.uk/netregs/63145.aspx#Exemptwaste>

- 4.30 In north London in 2010, there were over 550 exempt waste management operations including over 20 composting activities, over 80 recovery activities (for re-use of recyclables) and over 300 storage activities.

## 5 Future waste management

- 5.1 The seven north London boroughs produce around 23% of London's municipal solid waste, 20% of its commercial and industrial waste and 22% of its construction waste, which is wholly consistent with it covering around 22% of London's population. This section looks at what provision will be necessary for different types of waste in the future. First municipal and commercial and industrial waste are considered as these are covered by the apportionment targets set by the Mayor. The reasons why the North London Waste Plan is using the apportionment from the draft London Plan are given. After that the future of other waste streams is considered.

### North London apportionment

- 5.2 The Mayor has set targets for London to become self sufficient in the management of waste. To help achieve this, the draft London Plan sets the following targets for recycling in London:

Table 5-1 Waste management targets for London

Waste stream	Target	2015	2020	2031
Municipal Solid Waste	Recycling/composting level of at least	45%	50%	60% <sup>31</sup>
Commercial & Industrial	Recycling/composting level of at least		70%	
Construction, Excavation & Demolition	Recycling and re-use level of at least		95%	

- 5.3 The London Plan (2008) set a target for London of 85% self sufficiency in the management of waste by 2026. The draft London Plan (2009) extends this by working towards zero waste to landfill<sup>32</sup> by 2031. To ensure that the self-sufficiency

<sup>31</sup> This is an aspirational target

<sup>32</sup> The Mayor at the draft London Plan EiP has clarified "zero waste to landfill" to mean "zero biodegradable or recyclable waste to landfill".  
<http://www.london.gov.uk/sites/default/files/eip/ED138FurtherNoteMatters5E5F.pdf>

targets for London are achieved, the amount of waste required to be managed across London has been apportioned to boroughs on the basis of 'suitability' i.e. the amount of existing facilities, suitable land and supporting infrastructure, that exists in the borough to manage waste. The borough's apportionment only considers municipal and commercial & industrial waste.

- 5.4 The borough level apportionment requires boroughs to identify sufficient land for facilities to manage their apportioned tonnages of municipal and commercial & industrial waste in their development plan documents. The north London boroughs are pooling their apportionments and must collectively make provision for the combined amount of waste to be managed within the area. The apportionment is based on projections of waste arisings. The borough level waste projections and apportionment for north London in the draft London Plan is shown in Table 5-2 and compared with the original London Plan 2008, in Figure 5.1.
- 5.5 The North London boroughs are proposing to use the draft London Plan waste data to ensure consistency with the emerging London Plan. The next sections set out the justification for this approach. This will supply flexibility to support the Plan's approach to planning for the longer term.

*Table 5-2 Quantity of waste forecast to be produced in north London and apportionment targets for target years (tonnes per annum in draft London Plan<sup>33</sup>)*

Waste Type Arisings	2011	2016	2021	2027
	(tonnes per annum)			
Municipal Solid Waste (MSW)	966,167	1,049,872	1,102,604	1,164,304
Commercial & Industrial Waste (C&I)	1,316,103	1,299,596	1,293,028	1,297,020
Total MSW and C&I	2,312,270	2,349,468	2,395,632	2,461,324
<b>Total apportionment</b>	<b>1,320,900</b>	<b>1,504,066</b>	<b>1,698,712</b>	<b>1,949,229</b>
Apportionment as percentage of total waste arisings	57%	64%	71%	79%

*Note: 2027 data are extrapolated from the draft London Plan*

<sup>33</sup> *Draft London Plan Minor Alterations - Borough level waste arisings and apportionments*  
<http://legacy.london.gov.uk/mayor/planning/docs/minor-alt-dec09.pdf>

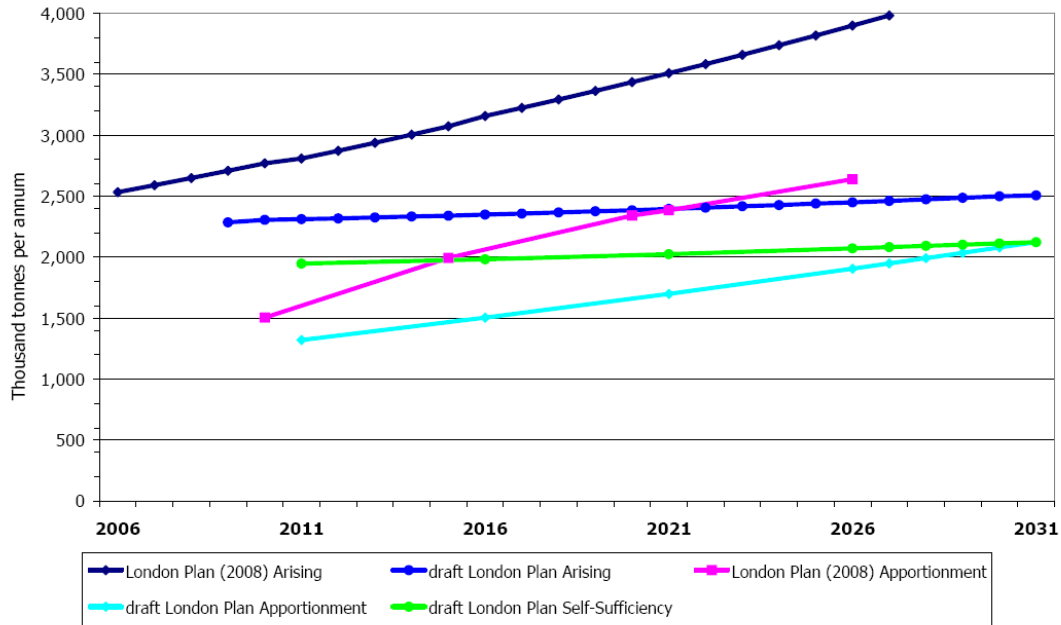


Figure 5.1 Comparison of London Plan (2008) and draft London Plan waste arisings and apportionments

### Municipal Waste projections

5.6 The draft London Plan (2009) contains new projections for municipal waste. The new projections have been rebased on a three year rolling average of municipal waste data. While the London Plan (2008) assumed growth in waste, the new waste projections in the draft London Plan assume no growth in waste per household but because the number of households is projected to rise there is an overall increase in waste but at a lower rate. Over the life of the North London Waste Plan, municipal solid waste is anticipated to grow at an average rate of just under 1% every year. These new projections are significantly lower than the previous projections, as shown in Figure 5.2.

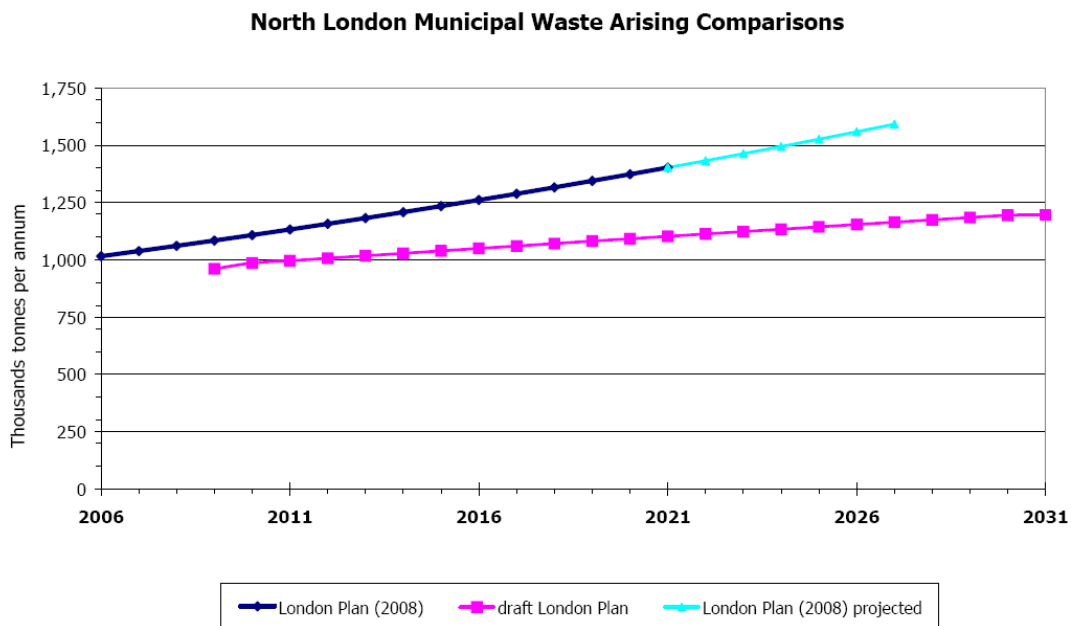


Figure 5.2 Comparison of London Plan 2008 and draft London Plan Municipal Solid Waste arising for north London

5.7 The draft London Plan predicts a small but steady overall increase in waste arising, however recent data has shown that the amount of municipal waste is falling (Table 5-3), despite the growing population in north London. This is evidenced by the decreasing tonnes/head/annum figure, which is currently showing a year-on-year decline. Municipal waste arisings in north London fell by 1.5% in 2007-08, and by 4.1% in 2008-09, while the draft London Plan predicts the quantity of municipal waste to increase by an average of 0.98% every year<sup>34</sup> for the period 2011-2026. Based on this limited data set it is difficult to project this trend over the longer term so the North London Waste Plan uses the apportionment data as the basis for

<sup>34</sup> Actual growth figures in draft replacement London Plan (Borough level waste arisings and apportionments, Dec 2009) vary from year to year but the average over the period 2010 to 2031 is 0.93% for MSW and 0.42% for C+I per annum.

determining its need; this may lead to a slight overestimate of the land requirement but will allow for more flexibility in the delivery of the Plan.

Table 5-3 North London Municipal Waste Arisings 2006 - 2009

Municipal Waste Arisings (tonnes per annum)	2006-7	2007-8	2008-9	2009-10
Actual arising	958,000	944,383	905,778	888,255
Percentage change		-1.5%	-4.1%	-1.9%
Draft London Plan predicted arising				960,611
Difference				-72,356
Tonnes per head per annum	0.60	0.59	0.57	0.56

- 5.8 Additionally, as waste minimisation activities increase and landfill tax rises it is expected that the quantity of total waste produced each year will stabilise and may continue to fall. The waste projections in the draft London Plan fall within the sensitivity ranges of the separate waste forecasts done by the North London Waste Authority for their procurement.

### Provision of municipal waste facilities

- 5.9 The North London Waste Authority reference case in the Joint Waste Strategy and Outline Business case says that the Authority will need facilities such as the following to deal with waste and recycling up to 2042 and to meet recycling targets:
- 600,000 tonnes Mechanical Biological Treatment (MBT) for the production of solid recovered fuel (SRF) for use in Combined Heat and Power plants (CHP). Fuel use is to be procured separately and new facilities in north London to use the SRF are not likely to be required;
  - 150,000 tonnes Anaerobic Digestion (AD) for food waste;
  - 150,000 tonnes Materials Reclamation Facility (MRF) for recyclates;
  - Facilities for bulking waste;
  - Facilities for green waste; and
  - Additional and replacement Household Waste Recycling Centres
- 5.10 The reference case is a programme that demonstrates how the Authority can achieve its recycling and other targets. It does not mean that the new services secured after 2014 in the new contracts will necessarily be exactly like this as the procurement of the new facilities will be a competitive process. However, the Authority is looking for sites in the west, central and eastern parts of north London to locate these new facilities.

- 5.11 North London Waste Authority has indicated that it is also seeking sites for additional and replacement Household Waste Recycling Centres, to improve the geographical coverage of these recycling services to the local populations.

### **Commercial and Industrial waste projections**

- 5.12 The draft London Plan estimates the amount of commercial and industrial waste that will arise in north London and sets an apportionment figure. Over the life of the North London Waste Plan, commercial and industrial waste in north London is expected to remain roughly static around 1.3 million tonnes per annum.
- 5.13 Table 5-2 sets out the anticipated waste arisings in north London for the plan period. During this time, commercial and industrial waste is expected to fall by around 0.1% per annum on average, though there are years when it increases and other years where it decreases more significantly. However, this variability is accounted for in the apportionment methodology and the Plan is aiming to achieve its apportionment targets; therefore the flexibility allowed for in the Plan will accommodate the slight variations in commercial and industrial waste arisings. Historically 40% of this waste stream was recycled; provision of land for new infrastructure will allow for the development of additional commercial and industrial waste recycling facilities that will contribute towards achieving the 70% recycling target.

### **Capacity gap**

- 5.14 Under the London Plan the north London boroughs are not required to meet both the municipal and commercial and industrial waste apportionment figures individually as long as the aggregated total apportionment figure is met.
- 5.15 It should be noted that the apportionment as a percentage of total arising rises over the life of the Plan (Table 5.2 and Figure 5.3). The apportionment figures rise to 2031 where the arisings and apportionment figures, at a pan London level, are equal and London achieves self-sufficiency. The apportionment is therefore an increasing target on the way to London achieving self-sufficiency. In 2031, north London's apportionment figure is 85% of its arisings; if north London manages its apportionment in 2031 it will have delivered its share of the goal of making London self-sufficient.
- 5.16 In dealing with its apportionment, north London already has significant amounts of waste treatment capacity. By looking at the permitted capacities of all the existing waste management sites and their actual operating throughputs, we have calculated that north London has 1.24 million tonnes (per year) of waste management capacity.
- 5.17 Using the existing treatment capacity data of 1.24 million tonnes per annum and the apportionment target data it is possible to calculate the 'gap' that exists, which must be filled by new waste treatment facilities in order for north London to meet its apportionment. While the current treatment capacity can be estimated, it is known that the North London Waste Authority is planning to build significant new waste

management infrastructure as part of the procurement process. This is set out in para 5.9 and is expected to be built and operational by 2016. At around 2020 it is anticipated that the existing Edmonton incinerator will be decommissioned<sup>35</sup>. When this commissioning and decommissioning is factored into the calculations the result is that in 2027 the capacity gap is 432,105 tonnes.

*Table 5-4 Projected north London arisings and waste management capacity requirements for target years (tonnes)*

<b>Waste Arisings</b>	<b>2011</b>	<b>2016</b>	<b>2021</b>	<b>2027</b>
Total MSW and C&I arisings	2,312,270	2,349,468	2,395,632	2,461,324
Total apportionment	1,320,900	1,504,066	1,698,712	1,949,229
Total existing capacity	1,279,374	2,270,124	1,517,124	1,517,214
Additional capacity required to meet the apportionment targets ('gap')	41,526	-523,058	-181,588	432,105

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<sup>35</sup> *London's Wasted Resource: The Mayor's Draft Municipal Waste Management Strategy (p52) October 2010*

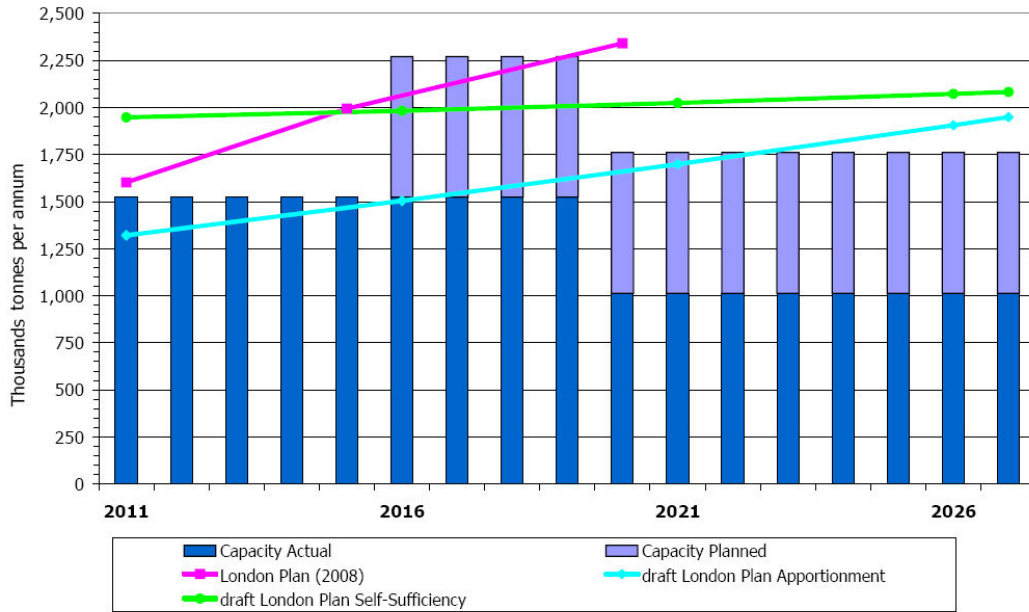


Figure 5.3 Comparison of London Plan (2008) and draft London Plan waste arisings and apportionments and phasing of capacity

### Requirement and Types of New Waste Management Infrastructure

- 5.18 Having identified the ‘gap’ in north London’s waste management capacity infrastructure, consideration needs to be given to the kinds of new facilities that might be required to fill it.
- 5.19 Waste management facilities may include reuse and preparation for re-use facilities, recycling centres, bulking and storage of recyclables facilities, composting plants, mechanical biological treatment, anaerobic digestion and thermal treatment facilities, or residual waste transfer or other advanced waste treatment technology facilities<sup>36</sup>.

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<sup>36</sup> The North London Waste Authority has produced a guide to waste management facilities [http://www.nlwa.gov.uk/cms\\_images/documents/YourGuidetoWasteDisposal.pdf](http://www.nlwa.gov.uk/cms_images/documents/YourGuidetoWasteDisposal.pdf)

- 5.20 The London Plan 2008 suggested the types of facilities that will be required to manage London's municipal solid waste in 2020 based on an assumption of the predicted percentage of waste that needs to be managed by certain types of facility. Based on this data, it was possible to calculate notional waste throughput of waste per hectare of land at 40,000 tonnes/ha. The draft London Plan is less prescriptive about the range, number and scale of facilities that are required to treat waste in London. Therefore the North London Waste Plan has developed its own strategy for determining how much land is required to provide sufficient waste management infrastructure to meet the apportionment.
- 5.21 Based on a review of published data for facility throughputs and facility landtake<sup>37</sup> we have calculated that an average figure of 50,000 tonnes per hectare annual throughput is achievable across a wide range of waste management facilities. Table 5-5 summarises the comparison of facility type and landtake.

Table 5-5 – Comparison of London Plan and UK range of facility sizes and landtake

Comparison of London Plan and UK Range of facility size and landtake				
Data Source	London Plan (2008)		Typical UK Range	
Technology	Throughput (thousand tonnes/annum)	Landtake (hectare)	Throughput (thousand tonnes/annum)	Landtake (hectare)
MRF	42	0.90	20 - 300	0.2 - 3.0
Composting	19	1.25	15 - 45	1.0 - 7.5
MBT	125	1.75	65 - 300	2.5 - 14.0
AD	15	1.00	5 - 145	1.2 - 3.5
Gasification/pyrolysis	114	2.25	50 - 225	2.2 - 6.0

- 5.22 The North London Waste Plan is not taking a prescriptive approach to what kinds of waste management facilities/technologies are required, so the development of new
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*Descriptions also in Glossary*

<sup>37</sup> *Defra Technology Guides (2007), Defra Economies of Scale – Waste Management Optimisation Study (200&) and ODPM Planning for Waste Management Facilities (2004).*

facilities will be determined by developers in their planning applications. This approach allows for innovation in waste management. The Plan sets out a policy framework in which new facilities can be developed and identifies sufficient land to enable enough new waste management infrastructure to be developed. Since the North London Waste Plan is not specific about waste management technologies on specific sites, the onus is on the developer to convince the relevant planning authority (borough) of the merits of their proposal, its fit with the policy framework and the development would not have any unacceptable impacts. Where the site under consideration is under certain flooding and groundwater protection designations, certain restrictions are likely to apply. For example 'more vulnerable' developments, that is landfill and hazardous waste management facilities, are unlikely to be allowed in flood zone 3a<sup>38</sup>, and the risk of waste management activities polluting ground water will be assessed in groundwater source protection zones and may mean higher risk waste facilities are less likely to be permitted.

- 5.23 We have calculated that **the total land requirement to provide new waste management infrastructure in north London to 2027, based on achieving the apportionment, is 8.6 ha**. This is determined from a capacity 'gap' (ie the difference between the apportionment and the existing capacity) of 432,105 tonnes per annum and a typical treatment density (plant throughput measured in tonnes per annum per hectare) of 50,000 tonnes per annum per hectare.

#### **Phasing of new capacity**

- 5.24 Figure 5.3 shows how the North London Waste Authority's new infrastructure and the phasing out of the Edmonton incinerator will impact on the capacity and phasing of land need for new waste management facilities in north London.
- 5.25 Assuming that the Authority's new infrastructure is delivered on time and performs at the expected levels, the decommissioning of the incinerator presents an opportunity for a further phase of waste related development at Edmonton at the end of the plan period. Enfield Council, as the local planning authority, intends to work in partnership with the North London Waste Authority and the future site operators to draw up a planning brief to establish a framework for the future development of the site.

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<sup>38</sup> *In-line with Planning Policy Statement 25: Development and Flood Risk, an exception test would have to be passed to allow such development in flood zone 3a.*

### **Re-orientation of transfer stations**

- 5.26 In order to meet the 8.6 ha of land required for new waste treatment facilities by 2027 we have allowed for up to 11.3 ha to come from re-orientation of existing transfer stations (see Schedule B sites list).
- 5.27 Waste transfer stations are safeguarded. This means that, during the life of the Plan, they can continue in waste management use as a transfer station and, as the market changes, be redeveloped for waste management uses that are higher up the waste hierarchy.
- 5.28 The analysis of the range of landtake for various types and scale of waste management technology (Table 5-5) indicates that sites of less than 0.25 ha are unlikely to be suitable for re-orientation and this is the basis on which the calculations in the Plan have been made. However, it is possible that some waste treatment capacity could be implemented on small sites; for example it has been estimated that a 10,000 tonnes per annum anaerobic digestion plant could be built on a site of 0.15 ha<sup>39</sup>. The approach used in the Plan includes an element of flexibility as any small (safeguarded) transfer sites, which are not included in the 11.3ha total, that are re-orientated will be incorporated in the annual monitoring of the Plan.

### **Provision of new waste sites**

- 5.29 While there would appear to be sufficient land available in the transfer sites to meet the needs of north London the Plan needs to specifically address the needs of the North London Waste Authority and provide for flexibility.
- 5.30 The North London Waste Authority has indicated that it requires about 18 ha of land for the delivery of its proposed major new facilities. While it can use existing sites for some of the proposed development, it still requires a further 9 ha from new sites. The reasons for this additional land need is that the Authority is planning for infrastructure for waste management for a longer timeframe than the North London Waste Plan

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<sup>39</sup> *Rubbish in – Resources Out: Design Ideas for Waste Facilities in London*, GLA, 2008 from <http://www.london.gov.uk/mayor/environment/waste/docs/waste-design.pdf>

and it needs the land to be available at the start of the procurement process to ensure that large enough facilities can be built for the life of the contract.

- 5.31 Therefore the North London Waste Plan is proposing 2 new sites, totalling 9.1 ha for the delivery of new waste management infrastructure in north London over the next 15 years. These sites have been evaluated using site assessment criteria that have been reviewed by the Sustainability Appraisal and are considered to be the best sites with potential for waste management development.

### Household Waste Recycling Centres

- 5.32 In addition the North London Waste Authority has identified a need for a number of smaller sites that could be used as additional or replacement Household Waste Recycling Centres. The location of HWRCs is usually dictated by the needs of the population it serves and this can significantly impact on the site’s location. The Authority has not yet determined where specifically these new HWRCs are required and the identification of new HWRC sites is dealt with through policy NLWP3 below.

### Construction, Demolition & Excavation wastes

- 5.33 The draft London Plan anticipates that there will be a year-on-year increase in construction, demolition and excavation waste, rising from around 2.2 million tonnes in 2011 to almost 2.5 million tonnes in 2031. In north London, in 2027, the amount of construction, demolition and excavation waste expected to arise is 2,402,188 tonnes.

*Table 5-6 Quantity of construction, demolition and excavation waste predicted for North London*

Waste Arisings	2011	2016	2021	2027
Construction, Demolition & Excavation Waste	2,182,488	2,277,142	2,338,358	2,402,188

*2027 data are extrapolated from the London Plan*

- 5.34 The London Plan (2008) and the draft replacement London Plan (2009) policies assume that construction, demolition and excavation waste will be managed largely on site and that the borough development control policies will ensure that developers must recycle or reuse such waste on site. The rise in the landfill tax is a key driver in ensuring less of this waste goes to landfill. As an example, the Olympic Park is currently recycling/re-using over 96% of wastes on site. The small remainder is largely hazardous waste that needs to be disposed of in specialised facilities outside of London.
- 5.35 This example supports the London Plan’s target of recycling and re-using 95% of construction, demolition and excavation waste. Assuming that the 95% on-site target is achieved, it is calculated that less than 2.5 ha of land would be required to manage the residual waste; however this residual waste (around 120,000 tonnes per annum in 2027) is likely to require landfill for which north London has no suitable land.

However, the flexibility in the north London Waste Plan will allow for development of other waste management facilities, as the market need arises, to off-set this export.

- 5.36 Therefore, for the purposes of this Plan and in line with draft London Plan policies it is assumed that no specific additional land provision needs to be made for construction, demolition and excavation waste. If developers seek to provide such facilities, applications will be assessed against relevant policies in the North London Waste Plan and the borough's Local Development Framework. Additionally, Policy NLWP 6 will ensure that on-site recycling and re-use is maximised by developers.

### **Hazardous wastes**

- 5.37 It is very difficult to project the likely future hazardous waste needs for north London. Currently, there is a net export of around 200,000 tonnes per annum of hazardous waste from north London, but as identified in para 4.15 there is no easily identifiable destination or treatment route for these wastes, therefore it is difficult to estimate what kind of hazardous waste treatment facilities, if any, and at what scale would be needed in north London.

- 5.38 The management of hazardous waste is of real importance but is also a very specialised activity. The policy on hazardous waste in the London Plan 2008 and the draft replacement London Plan 2009 state that the Mayor will work with the boroughs, Environment Agency and industry to ascertain regional capacity needs. The Mayor has given an undertaking that this study will take place after which it may be more feasible to plan for this waste stream at the sub-regional level. North London's existing hazardous waste facilities with a total capacity of 17,500 tonnes will be safeguarded through the North London Waste Plan. In addition, the excess capacity available for treatment of hazardous healthcare waste in north London will assist in providing capacity at the regional level.

- 5.39 Therefore, for the purposes of this Plan it is assumed that no specific additional land provision needs to be made for hazardous waste. Policy NLWP7 does recognise the importance of such facilities, including as part of more general waste facilities, and sets out a planning framework. Applications for hazardous facilities will be determined in accordance with the policies contained in this Plan and other parts of borough local development frameworks. Flooding and groundwater protection risk does have implications for the storage and management of hazardous waste. Where this is a relevant concern in terms of the new potential waste sites in the plan, that has been identified in the site schedule.

### **Role of landfill**

- 5.40 The Landfill Directive, European Waste Framework Directive and Waste Strategy for England 2007 are all moving waste management away from landfill. North London has no landfill capacity and is not making any provision for land for development of new landfill. The Plan is identifying sufficient land to allow the achievement of north London's apportionment targets which will assist in moving London towards the zero

biodegradable and recyclable waste to landfill aspiration of the draft London Plan. The Mayor is proposing amendments to the draft London Plan which recognise the significance of landfill in the surrounding counties and demonstrates a declining need for this type of disposal<sup>40</sup>. Counties where north London waste has been sent to landfill (see Figure 4.7) are reporting potential landfill capacity gaps with some landfill sites reaching the end of their lives. For example Essex and Southend are predicting a capacity gap for non-hazardous landfill in their area after 2015, which is projected to steadily increase until 2031<sup>41</sup>. The north London boroughs and the North London Waste Authority will work with London wide and inter-regional bodies to keep the situation under review.

### **Wastewater & Sewerage Sludge**

- 5.41 The Thames Water site at Deephams, which is in Enfield, has a sludge centre treating sludge using anaerobic digestion with energy recovery. In their 25-year sludge strategy Thames Water proposes to enhance the current digestion processes, followed either by recycling to land or thermal destruction on site of the digestate. It is likely that the Deephams site will have an on-site thermal destruction process, due to landbank constraints.
- 5.42 The Thames Water Business Plan 2010-2015<sup>42</sup> indicates that environmental improvement works and the redevelopment of Deephams Sewage Treatment Works are necessary. The Deephams scheme is designated a nationally significant infrastructure project in the draft National Policy Statement on waste water<sup>43</sup>. The scheme is needed to meet EU and Environment Agency standards so that the quality of water being returned to the River Lee is improved. Whilst work is proposed to commence over the lifetime of the Business Plan it is not likely to be completed until 2017. The strategy for carrying out these works and therefore any land use impacts have not been finalised, therefore the North London Waste Plan does not

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<sup>40</sup> <http://www.london.gov.uk/sites/default/files/eip/ED138FurtherNoteMatters5E5F.pdf>

<sup>41</sup> *Essex County Council and Southend-on-Sea Capacity Gap Compilation Report*  
<http://www.essex.gov.uk/Environment%20Planning/Planning/Minerals-Waste-Planning-Team/Planning-Policy/min-waste-dev-framework/Documents/Waste%20Development%20Document.pdf>

<sup>42</sup> <http://www.thameswater.co.uk/cps/rde/xbcr/corp/our-plans-for-2010-2015.pdf>

<sup>43</sup> <http://www.defra.gov.uk/corporate/consult/waste-water/101116-wastewaterpolicy-condoc-annex1.pdf>

make any provision of land for such waste use. Any development would need to demonstrate that it is consistent with relevant national, regional and borough Local Development Framework policies

### **Agricultural**

- 5.43 Due to the small arising identified in para 4.24 the North London Waste Plan is not making any additional or specific allocation for agricultural waste as the current volumes are low and not expected to rise significantly.

### **Radioactive waste**

- 5.44 Due to the likely low levels of radioactive waste discussed in para 4.25, the North London Waste Plan is not intending to make any specific provision.

### **Clinical Waste**

- 5.45 Due to the high cost of disposal for hazardous healthcare waste, it is anticipated that the proportion of hazardous healthcare waste produced will reduce over time, mainly driven by cost savings<sup>44</sup>.
- 5.46 North London already has an excess of clinical (healthcare) waste capacity and is roughly self-sufficient with regard to balancing of imports and exports of such waste (see para 4.26 – 4.28). Therefore the Plan is not making any specific allocation for clinical waste. However if additional facilities are required, the policies within the Plan will ensure that the development is appropriate and consistent with north London's aims.

### **Exempt Sites**

- 5.47 Due to the nature of exempt waste management activities, their typically small scale and sometimes transient nature, the North London Waste Plan has not made any specific allocation of land for exempt waste management operations.

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<sup>44</sup> *Waste Strategy for England, 2007; Annex C15: Healthcare waste; Defra*

## 6 Sites

- 6.1 In dealing with waste, a number of different types of sites have been identified. In this section sites in existing waste management use, the key existing waste site at the Edmonton EcoPark, two new sites and finally sites not allocated in the plan are considered in turn together with the opportunities and constraints.

### **Existing waste management Infrastructure**

- 6.2 Existing waste sites are “safeguarded” under the London Plan and the North London Waste Plan and are therefore an important resource for the future.
- 6.3 Existing waste management sites are safeguarded whereby they can continue in waste management use and potentially be re-developed to increase the amount of waste they currently treat. Many existing waste management facilities operate below their licensed capacity so increased operations is a way of increasing throughput in north London. On appropriate sites it may be possible to intensify the use through redevelopment.
- 6.4 It is important to note that just because a site is safeguarded it does not automatically mean that planning permission for any new or changed waste management related activity of the site will be granted. Re-development of any site will still be subject to the policies in this plan, the relevant borough’s development control processes and require permitting by the Environment Agency.
- 6.5 Planning Policy Statement 25 on Development and Flood Risk identifies what kind of waste management developments might be applicable in which flood zones. This has implications for all the sites mentioned in the Plan. Zone 3b was excluded from the areas of sites search for the Plan and there are no Zone 3b sites. For sites in Zone 2 only “highly vulnerable uses” will require an “exception test” to be passed before development would be considered. Highly vulnerable uses include “*installations requiring hazardous substances consent*” which may preclude certain hazardous waste management uses. Flood zones 1 and 2 allow “less” and “more” vulnerable uses respectively. Flood zone 3a requires an exception test to be passed for more vulnerable uses. Less vulnerable uses include waste treatment activities,

except landfill and hazardous waste facilities which are considered to be more vulnerable uses.

6.6 Source protection zones have been defined by the Environment Agency to protect groundwater resources from pollution<sup>45</sup>. Source protection zone 1 boundaries are drawn in the immediate area of boreholes and other abstraction points. Waste facilities may be permitted in source protection zone 1 provided that they do not contain or generate liquid waste or leach pollutants, especially if hazardous. A site-specific groundwater risk assessment will be required. The following waste facilities are considered lower risk and are more likely to be acceptable:

- Waste Incineration,
- In-Vessel Composting (IVC) activities.
- Mechanical Biological Treatment (MBT),
- Materials Recycling Facility (MRF) (dry wastes only) and
- Waste Electronic and Electrical Equipment (WEEE) sites that exclude potentially polluting wastes.

6.7 Higher risk waste uses are less likely to be acceptable in source protection zone 1.

6.8 Source protection zone 2 covers a wider area around an abstraction point. Where developments are proposed in source protection zone 2 a risk assessment will be required and any waste operation apart from landfill may be considered. Where sites are in source protection zones, developers are encouraged to engage in early discussions with the Environment Agency. Where groundwater protection is an issue for existing facilities, this is set out in schedules A and B in Appendix 1 and 2.

### **Key site for municipal waste**

6.9 An important consideration in the development of the Plan is the need of the North London Waste Authority in setting up new arrangements for dealing with municipal

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<sup>45</sup> <http://www.environment-agency.gov.uk/homeandleisure/37833.aspx>

waste as part of their new waste contract. The North London Waste Authority has indicated, based on its Outline Business Case, the need for three large sites where it can site Mechanical Biological Treatment (MBT) plants, Anaerobic Digesters (AD) and Materials Recycling Facilities (MRF). It should be noted that while these facilities form the basis of the outline business case, the actual facilities delivered by the Authority's procurement process may be different.

6.10 The following existing site is identified as a key site for the delivery of waste services:

Site name:	<b>Edmonton EcoPark</b>	MAP  To be inserted later because of file size
Site numbers:	10043, 10079, 10080, 10025	
Owner:	LondonWaste Ltd/North London Waste Authority	
Borough:	Enfield	
Site area:	15 hectares	
<b>Issues for Consideration</b>		
Potential use:	The currently undeveloped parts of the site are suitable for general waste use. Groundwater protection and flood risk may impose restrictions in parts of the site. The incinerator is expected to close in 2020 and Enfield Council, as the local planning authority, will work in partnership with the North London Waste Authority and the future site operators to maximise the use of the site with more sustainable and efficient waste management processes which explore opportunities to deliver wider sustainable benefits such as local energy provision. The development of a planning brief for the sites in consultation with the local authority will establish a planning framework for future development.	
Existing use:	This is an existing waste site currently containing an energy from waste plant, a composting facility, an autoclave facility and a transfer/bulking facility. There are remaining pieces of land not currently in use that can be used initially for new waste facilities. Reorganisation of the site will create a more efficient use of land.	
Local planning policies:	In the Enfield Core Strategy, the Edmonton EcoPark is safeguarded as a strategic industrial location and lies within the Central Leaside area which is subject to specific policies in the Core Strategy and the preparation of the Central Leaside Area Action Plan. The majority of Central Leaside is expected to retain its industrial and employment character and opportunities will be taken to extend the role of the employment estates and extend the employment offer to support new and emerging sectors such as green technology industries. To the south beyond the North Circular is the Meridian Water place shaping priority area where a new sustainable urban mixed use community is planned providing up to 5,000 new homes, a minimum of 1,500 jobs and supporting infrastructure. New waste uses will need to consider the potential to supply energy locally to support this new development.	
Access:	The site is reasonably close to the strategic road network with access to the A406 North Circular Road which runs to the south of the site via intermediate roads in an industrial setting. The developer will be expected to show details of HGV routes into the site.	
Sustainable	The site is adjacent to the River Lee Navigation. Trials have been	

transport:	undertaken for transportation of waste on the navigation and any development should actively explore the potential for carriage of waste and recycling by water.
Neighbouring uses:	The site is in an industrial area surrounded by other industrial uses.
Environment:	The site is close to an important nature conservation site. The developer will need to demonstrate that any development will not cause significant adverse impacts on that site. The site contains an important archaeological site so an archaeological survey will be required prior to any development. The site is close to an area of previous underground working and so the developer will be required to take account of this in the development proposals.
Potential for decentralised energy:	The site includes an existing energy from waste facility that currently generates 55MW electricity and uses some of the heat to run processes on site. The plant is expected to close in 2020. The site is within the Upper Lee Valley Opportunity Area set out in the London Plan and within close proximity to the proposed new community at Meridian Water (see above). Any development on the site should consider opportunities for local energy provision, taking account of the findings and recommendations of the emerging Upper Lee Valley energy strategy and Enfield's Renewable and Low Carbon Energy Study.
Flooding:	The site is bounded by water to the west and east. On the east is the River Lee Navigation and on the west is a flood relief channel. The developer will need to work closely with the Environment Agency and supply a flood risk assessment.
Groundwater:	Part of the site lies in a source protection zone 1. As a result developers will need to work closely with the Environment Agency and prepare a groundwater risk assessment. Within the SPZ1 area waste facilities will only be allowed where it can be demonstrated that the risks associated with these facilities do not pose an unacceptable risk to groundwater. Those uses considered lower risk include facilities undertaking Waste Incineration, Composting Activities (In Vessel), Mechanical Biological Treatment, Material Recycling Facility (dry wastes only), Waste Electrical and Electronic Equipment (WEEE) sites (that exclude potentially polluted wastes such as engines, motors or transformers). The assessment would need to consider the inherent risks associated with the proposed waste activity and to demonstrate that the proposed development poses an acceptable risk to groundwater within SPZ1. The assessment would also consider how any risks identified can be mitigated or managed in an acceptable manner.
Delivery and phasing:	The North London Waste Authority in its Outline Business Case, identifies the initial development of this site within the period 2012 to 2017. The incinerator site is likely to become available in the period 2022 to 2026. Given the existing waste uses on the site, the planned redevelopment and the decommissioning of the incinerator, the development of a planning brief has the potential to guide appropriate future development on the site.

### New sites

- 6.11 Through the site assessment process the following two sites have been specifically identified for the delivery of waste facilities: They have been selected following a site assessment process and deliverability assessment described in the Technical Report. The sites are:

Site name:	<b>Site on Edgware Rd and Geron Way</b>	MAP To be inserted later because of file size
Site number:	23	
Owner:	Bestway/ Network Rail/ Hammerson	
Borough:	Barnet	
Site area:	3.15ha	
Issues for Consideration		
Potential use:	Suitable for general waste use. The site already has outline planning permission as part of the proposed Brent Cross Cricklewood development.	
Existing use:	The site is currently owned and occupied by a large retail warehouse. Site is regular shaped and between railway lines and the A5.	
Local planning policies:	In December 2005 Barnet Council adopted as Supplementary Planning Guidance the Cricklewood, Brent Cross and West Hendon Development Framework. The site is part of the Brent Cross/Cricklewood Development Scheme for comprehensive mixed use development. Outline planning application was agreed by Barnet Council on 19th November 2009 and planning consent was issued on 28 October 2010 following the completion of a section 106 agreement. The Secretary of State decided not to call the application in. The site on Edgware Road and Geron Way was identified in the Development Scheme as a site for a waste handling facility.	
Access:	Access to the site is from the A5 Edgware Road. The A406 can be accessed at nearby Staples Corner. The developer will need to demonstrate the routes to be used by HGVs to access the site	
Sustainable transport:	The site is adjacent to the St Pancras – Luton/East Midlands line. The developer is expected to deliver a rail transfer station.	
Neighbouring uses:	The site is bounded to the north east by the railway line. To the north west are currently located other retail/industrial units. Under the Brent Cross Cricklewood Scheme this boundary would become a new road bridge over the railway line into the development area. It is separated from nearest buildings to the south west by the A5 Edgware Road. There are houses, shops and a primary school beyond the A5 and the development should take into account these neighbouring uses.	
Environment:	The site is less than one kilometre away from an important nature conservation site at the Welsh Harp Reservoir. The developer will need to demonstrate that the development will not cause significant adverse impacts on that site.	
Potential for decentralised energy:	Given the proximity of a large new development, there is scope for an appropriate waste facility to play a part in the energy generation required for the running, heating and cooling of the new development	
Flooding:	Site entirely in flood zone 1 which is a low risk category	
Groundwater:	Site not in source protection zone	
Delivery and phasing:	The North London Waste Authority wishes to develop a waste facility on the site as a replacement for the Hendon Rail Transfer Station situated on the opposite side of the railway line. Phasing in the Outline Business Case of the North London Waste Authority indicates that this site is developed in the first five year period of the plan 2012-2017.	

Site name:	<b>Friern Barnet former Sewage Treatment Works (Pinkham Way)</b>	MAP To be inserted later because of file size.
Site number:	121	
Owner:	London Borough of Barnet North London Waste Authority in process of purchasing	
Borough:	Haringey	
Site area:	5.93ha	
Issues for Consideration		
Potential use:	General waste use.	
Existing use:	The site has been vacant since the sewage treatment plant was closed in 1963. It does not have existing buildings and is covered in vegetation that has taken hold which is of ecological interest.	
Local planning policies:	Identified in the Haringey UDP saved policies as employment land and ecologically valuable site; borough grade 1 site of importance to nature conservation (SINC).	
Access:	Access to the site is off an access road from the North Circular Road (A406) that also serves a retail estate to the north of the North Circular Road. There is good access to the strategic route network. The developer will need to demonstrate routes that HGVs will use to get to the site.	
Sustainable transport:	The Kings Cross/Moorgate to Welwyn Garden City/Stevenage railway line runs along the eastern boundary of the site. The railway is on an embankment above the site and so the scope for sustainable transportation of waste may be limited without considerable investment.	
Neighbouring uses	The site is bounded to the north by the North Circular Road, to the east by the railway line and embankment and to the south by the Muswell Hill golf club's course. Immediately to the west lies Hollickwood Park and beyond that there is housing. The existing site is screened by vegetation to the south and west. This screening should be retained and improved as part of any development.	
Environment:	The site has been identified as a SINC (site of importance to nature conservation) and whilst the site has been identified for employment generating uses, there must be no adverse effect on the nature conservation value of the site. The site is also surrounded by areas of importance to nature conservation and any development must not adversely impact these areas and should incorporate features that enhance biodiversity in the wider area.	
Potential for decentralised energy:	Developments in New Southgate may offer potential. These are considered in the New Southgate Area Action Plan	
Flooding:	The site is largely in flood zone 1 with just 16% in flood zone 2. A culverted stream runs below the site. If any of the site's sewers discharges into it there is a potential flooding risk due to water backing up during high river levels.	
Groundwater:	As part of the site falls within source protection zone.2, a groundwater risk assessment will be required. Developers are encouraged to engage in early discussion with the Environment Agency.	

Delivery and phasing:	The Outline Business Case of the North London Waste Authority is shows the development of this site within the period 2012 to 2017.
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### Sites not allocated in the Plan

- 6.12 Waste facilities on non-allocated sites are likely to be best located in Strategic Industrial Locations and in locally significant employment areas. Strategic Industrial Locations are set out in the draft London Plan (2009) and their boundaries are set out in borough Local Development Frameworks. Local Development Frameworks also designate employment land of local significance. These two types of employment land provide a valuable reserve of land for a wide variety of employment types and industrial uses. The development and co-location of innovative, advanced waste management facilities and green technology plants and those with potential for local energy provision may be suited to these areas.
- 6.13 The exceptional circumstances in which waste sites may be allowed on sites not allocated in the plan and the tests they must meet are set out in policy NLWP2 Location of waste development. The borough's Local Development Frameworks contain core policies and more detailed development management policy and guidance on appropriate land uses in these areas.

### Schedule of sites

- 6.14 All the sites that form the North London Waste Plan are set out in the Schedules, as follows:

*Table 6-1 Schedule of all sites*

Schedule	Site Type	Number
A	Existing Waste Management (safeguarded)	27
B	Existing Transfer Station (safeguarded)	22
C	New Sites	2

## 7 Policies to deliver the North London Waste Plan

### Policy NLWP 1 – Safeguarding and protection of existing sites

- 7.1 If north London is to make its fair contribution to London’s self-sufficiency, it is vital that it safeguards and protects its current waste sites, as required by the London Plan.

#### Policy NLWP 1 – Safeguarding and protection of existing sites

Land accommodating existing waste management and waste transfer uses in north London will be safeguarded for continued use for waste facilities (Schedules A and B). Sites in Schedule C are also allocated for waste use. Other forms of development on the land identified in all three schedules will not be considered unless compensatory and equal provision of sites, in scale and quality, is made elsewhere within the north London boroughs.

- 7.2 Schedule A contains a list of sites in the boroughs in current waste management use using the London Plan definition. Schedule B contains a list of sites used as waste transfer facilities. All these sites are safeguarded for waste use in the North London Waste Plan, as required in the London Plan. The safeguarded waste sites are established uses and are a valuable resource for dealing with waste generated in north London. Safeguarding the sites reduces the need for additional sites. The safeguarded sites may contain the potential to increase their capacity or to provide a wider range of waste facilities on site. Schedule C contains a list of new sites for waste management use, allocated for such use through this Plan. It is necessary to safeguard these sites for waste use to ensure that the north London boroughs can meet the apportionment allocated to them in the London Plan.
- 7.3 This does not mean that flexibility does not exist to consider alternative developments on waste sites. There may be some existing sites that are unsuitable for any form of waste management use, other than existing use or where the replacement of operations to another location offers a more sustainable option. While existing transfer sites have been through a basic deliverability assessment to determine their suitability for redevelopment, it is accepted that these sites may not always be appropriate. There is a presumption that such sites are safeguarded but if they are to be developed for alternative use, developers need to demonstrate that provision, equal in both scale and quality, is provided within the north London boroughs. Consideration will be given to the type of waste managed and whether the proposed facility treats waste at a higher level in the waste hierarchy. Developers should ensure there will be no net loss in north London waste capacity.

## Policy NLWP 2 – Location of waste development

- 7.4 The North London Waste Plan identifies a requirement for new waste facilities to be provided so that the level of waste in the apportionment set out in the Mayor's draft London Plan can be managed in the north London boroughs. Policy NLWP 2 sets out how the location of those facilities will be prioritised. All waste facilities will also have to satisfy policy NLWP 4.

### Policy NLWP 2 – Location of waste development

The north London boroughs will expect waste management facilities to be located in the most sustainable locations. Developers will need to demonstrate that the development meets an identified need and is in line with the waste hierarchy.

In assessing proposals for the development of waste management facilities other than Household Waste Recycling Centres, the north London boroughs will require that the following approach has been applied:

#### *Schedules A and B*

Developers have first considered existing waste sites in Schedule A and B for continued use and, where appropriate, intensification of waste use.

#### *Schedule C*

An application will only be considered acceptable for sites in Schedule C if it can be demonstrated that no suitable sites are available in Schedules A and B.

#### *Non-allocated sites*

Exceptionally, an application for waste development on a site not identified or allocated in Schedules A, B and C will only be considered acceptable when:

1. The developer can demonstrate that none of the sites listed in Schedules A, B and C are suitable or available for the proposed development;
2. There is an identified need that cannot be met by existing waste management or transfer sites;
3. There are demonstrable sustainability benefits from bringing the site into waste use; and
4. The developer can demonstrate that the site is suitable for waste facilities;

Under the above circumstances, the following areas are preferred: land in strategic industrial locations, locally significant employment areas; or land forming part of major new development proposals in suitable locations. Opportunities for co-location of facilities are encouraged.

*Criteria for non-allocated sites*

A proposal for a waste facility on a site that is not allocated in this plan will be assessed against national, regional and local planning policy, The proposed site needs to satisfy the following points to the council's satisfaction:

5. The site is not within and has no adverse impact on internationally or nationally designated nature conservation areas;
6. The site is not within and has no adverse impact on internationally or nationally designated historic buildings;
7. The site is not in an area of high flood risk (flood zone 3b);
8. The site is not within metropolitan open land, green belt or land with a local environmental designation; and
9. the site has no adverse impact on local amenity

Sites will be assessed against the following criteria:

10. Proximity and access to the Transport for London Road Network and the Strategic Road Network;
11. Potential for sustainable transport of materials by rail or water;
12. Impact on sensitive uses such as residential areas, schools and hospitals;
13. Proximity to existing or planned decentralised energy networks;
14. Degree of flood risk outside flood zone 3b;
15. Impact on nature conservation sites;
16. Impact on historic buildings, protected views, landmarks, historic land and conservation areas;
17. Impact on public rights of way; and
18. Protection of archaeology.

*Sites adjoining waste sites*

Proposals for sites adjoining sites within Schedules A, B or C should have regard to potential waste uses or intensification of existing uses on these sites.

7.5 The need for the north London boroughs to identify additional land to meet the apportionment is set out in section 5 of the Plan. Developers will need to

demonstrate that any facility is required to meet waste needs in London and that the proposal is in line with the waste hierarchy. Preference will be given to developments on existing waste sites identified in Schedules A and B.

- 7.6 Proposals to turn transfer stations into facilities for the increased recycling and treatment of waste within north London will be encouraged. Intensification of waste uses will normally be permitted on safeguarded sites. However there may be cases where intensification of use is not appropriate because of the land uses in the surrounding area.
- 7.7 In Schedule C the north London boroughs have identified 9.1 hectares of land with the potential to accommodate new waste facilities. The sites in Schedule C do not represent an entitlement to develop for waste use. Developers of these sites will need to demonstrate that sites in Schedules A and B that are available for development are not suitable for the waste use being proposed. In applying the sequential approach, developers need to provide evidence of the work they have undertaken to identify suitable sites in Schedules A and B demonstrating why it is not appropriate for their proposal to operate on any of these sites.
- 7.8 Only in exceptional circumstances will development of waste facilities be permitted on sites not allocated for waste use within the North London Waste Plan. The plan schedules identify a number of sites safeguarded and allocated for waste use in north London. These sites are either safeguarded through the London Plan or have gone through a number of assessments to test their suitability. Developers of non-allocated sites must demonstrate the steps they have taken to consider development on sites in Schedules A, B and C and set out how each site is inappropriate for the operation of their proposed development. They must demonstrate the need for the facilities and set out how the local area would benefit from the development of a waste facility on that site. Sustainability benefits could include the use of a sustainable form of transport to move the waste or a proposal to generate and deliver combined heat and power. Developers should submit an assessment of the site using the criteria set out in the policy which are the same as those used to assess potential waste sites in the North London Waste Plan. Should they be justified such developments are likely to be best located in industrial or employment areas. An exception to this would be where waste facilities can be developed as part of a major development site or opportunity area. Co-location of facilities enables less land to be used for waste development and is to be encouraged.
- 7.9 Introducing incompatible land uses in the vicinity of the safeguarded waste sites prejudices the expansion of existing, or the development of, new waste facilities in the future, and will be resisted.

### **Policy NLWP3 – Household Waste Recycling Centres**

- 7.10 Household Waste Recycling Centres are where the public can bring items for reuse, recycling or disposal. There are currently nine such facilities in north London run by individual boroughs. It is expected that responsibility for the Centres will shift shortly to the North London Waste Authority.

#### Policy NLWP3 – Household Waste Recycling Centres

Proposals for Household Waste Recycling Centres will be permitted where they are sited in an area of identified need for new facilities in Barnet or Enfield or elsewhere where they improve the coverage of centres across the north London boroughs.

Preference will be given to development on any existing or potential waste site, in strategic industrial locations or on locally significant employment land or land forming part of major new development proposals.

- 7.11 Household Waste Recycling Centres are an important means whereby the public can access a wider range of recycling facilities and deal with bulky items. If the centres become the responsibility of the North London Waste Authority there will be an opportunity to plan provision across the north London area. The North London Waste Authority has identified areas of deficiency in coverage in parts of Barnet and Enfield and is seeking to address this by providing new or replacement sites.

*Copy of NLWA map showing existing HWRCs to put in here.*

- 7.12 Within a Household Waste Recycling Centre access needs to be provided for members of the public and for contractors and their vehicles. They are best sited on former waste sites or in areas of industrial or employment land and need to be of a sufficient size for the range and quantity of materials likely to be received. Within

major new developments there may be scope to provide localised recycling centres as part of that development<sup>46</sup>.

### **Policy NLWP 4 – Protecting Amenity**

- 7.13 Modern, correctly sited, well designed and well operated and managed waste facilities can make a positive impact on the local environment. Policy NLWP 4 seeks to provide a set of criteria for ensuring that amenity is protected and enhanced as far as is practicable. Policy NLWP 4 also seeks to ensure that developers demonstrate that high quality design and sustainability considerations have been built into their proposals. This policy needs to be read in conjunction with policies in borough development plan documents and is not an exhaustive list of issues to be considered or assessments required.

Policy NLWP 4 – Protecting Amenity

All waste development proposals, including those replacing or expanding existing sites, will be required to demonstrate to the council's satisfaction that:

1. the amenity of local residents is protected
2. adequate means of controlling noise, dust, litter, vermin, odours and other emissions are incorporated into the scheme;
3. there is no significant adverse effect on the established, permitted or allocated land uses likely to be affected by the development;
4. the development is of a scale, form and character appropriate to its location and incorporates a high quality of design;
5. there is no significant adverse impact on the historic environment or the recreational, open space and landscape character of the area

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<sup>46</sup> Design guidance for this can be found in "Making Space for Waste - Designing Waste Management in New Developments, A Practical Guide for Developers and Local Authorities" from <http://www.cssnet.org.uk/documents/ADEPTMakingspaceforwaste.pdf>

6. active consideration has been given to the transportation of waste by modes other than road, principally by water and rail;
7. There are no significant adverse transport effects outside or inside the site as a result of the development;
8. the development makes the fullest possible contribution to climate change adaptation and mitigation;
9. the development has no significant adverse effects on local biodiversity and that there are no likely significant impacts or adverse effects affecting the integrity of an area designated under the Habitats Directive;
10. there will be no significant impact on the quality of underlying soils, surface or groundwater;
11. the development does not increase flood risk, and aims to reduce risk, in line with Planning Policy Statement 25 Development and Strategic Flood Risk Assessment;
12. there is no adverse impact on health; and
13. there has been consideration of the scope for educational and visitor facilities

7.14 Any development should not harm the amenity of those people living in the local and wider area. Developments should enhance the quality of life where possible. Developments will be required to meet borough standards relating to visual privacy, overlooking, overshadowing, outlook and sunlight and daylight. Appropriate measures are needed to minimise any potential impacts

7.15 Noise, dust, litter, odours and other emissions and their potential health impacts have been a major concern of the public consultation. However, well sited, and well managed facilities should not cause harm or disturbance. Details of controls for emissions including bio aerosols from the site need to be supplied with the application. Planning conditions and section 106 agreements will be used to secure measures to address these issues where necessary and where control is not already exercised through site permitting (as administered by the Environment Agency). The north London boroughs require that any development can safely complement surrounding uses.

7.16 The north London boroughs expect well controlled and well designed waste facilities to be able to fit in with surrounding land uses and to act as a good neighbour. The north London boroughs will require sufficient controls so that there is no adverse impact on the surrounding area.

- 7.17 Good design is fundamental to the development of high quality waste infrastructure and the north London boroughs seek innovative approaches, where appropriate, to deliver high quality designs and safe and inclusive environments. The design and access statement should set out how the development takes on board good practice such as the Defra/CABE guidance "Designing waste facilities – a guide to modern design in waste"<sup>47</sup>. The design and access statement should set out how the siting and appearance complements the existing topography and vegetation. Materials and colouring need to be appropriate to the location.
- 7.18 The design and access statement should set out how landscape proposals can be incorporated as an integral part of the overall development of the site and how the development contributes to the quality of the wider urban environment. There should be no unacceptable adverse effect on areas or features of landscape, historic or nature conservation value nor unacceptable adverse effect on the recreational or tourist use of an area, or the use of existing public access or rights of way including in the Lee Valley Regional Park.
- 7.19 Waste and recyclables require transportation at various stages of their collection and management. North London is characterised by heavy traffic on all principal roads. That is why developers need to make every endeavour to use non-road forms of transport if at all possible and to set this out in a Transport Assessment. In north London there exists considerable potential for sustainable transport of waste as part of the waste management process. There are a number of railway lines and navigable waterways in north London including the Regents Canal and the Lee Navigation. It is existing practice to transport waste by train and pilot projects have taken place to transport waste by water. Developers are required to demonstrate that they have considered the potential to use water and rail to transport waste.
- 7.20 The Transport Assessment will need to demonstrate that access arrangements are adequate for the volume and nature of traffic generated by the proposal and that no unacceptable safety or health hazards for other road users, cyclists, pedestrians or residents would be generated. It should set out how the level of traffic generated would not exceed the capacity of the local and strategic road networks and that no unacceptable adverse impact upon existing highway conditions in terms of traffic
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<sup>47</sup> *Designing waste facilities – a guide to modern design in waste, Defra & CABE, 2008*

congestion and parking would arise. The assessment should also show that there are adequate arrangements for on-site vehicle manoeuvring, parking and loading/unloading areas and that any adverse traffic impacts that would arise from the proposal including queuing of vehicles can be satisfactorily mitigated by routing controls or other highway improvements. The assessment should include a Travel Plan and a Delivery and Servicing Plan.

- 7.21 The north London boroughs expect a high standard of sustainable design, construction and operation of waste management development. The sustainable design and construction statement should set out how the development proposes to make the fullest possible contribution to the mitigation of and adaption to climate change and promote energy and resource efficiency during construction and operation. The layout and orientation of the site together with the energy and materials to be used can make a large impact on the long term sustainability of the development. Developments should achieve the highest possible standard under an approved sustainability metric such as BREEAM or CEEQUAL in line with the relevant borough's policies. Site Waste Management Plans will also be required to be produced and approved prior to the commencement of construction of the development in line with NLWP 6.
- 7.22 Waste developments should be designed to protect and enhance local biodiversity. No development will be allowed that will have likely significant impacts on any area designated under the Habitats Directive. Assessments undertaken for the plan have identified sites of European Community importance within and nearby the plan area. Sites at least partially within the plan boundary are the Lee Valley Special Protection Area (SPA) and RAMSAR site and part of Epping Forest Special Area for Conservation (SAC). Additional sites at least partially within 10 km of the plan area boundary are Wormley-Hoddesdon Park Woods SAC and Wimbledon Common SAC<sup>48</sup>. Developers need to be able to demonstrate that impacts on any of these sites are acceptable. In addition there are six Sites of Special Scientific Interest and 20 Local Nature Reserves as well as sites of importance to nature conservation (SINC). Developers should take note of existing Biodiversity Action Plans, protect existing features and promote enhancement for example through the use of green walls where acoustic barriers are required. The Lee Valley is a significant resource for

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<sup>48</sup> *Wimbledon Common*

north London and developments should not have an adverse effect on the open space and character of the area and should aim to contribute to its enhancement where appropriate.

7.23 There are a number of groundwater source protection zones in north London to protect drinking water supplies and prevent contamination of aquifers. Source protection zone 1 boundaries are defined in the immediate area of boreholes and other abstraction points. Waste facilities may be permitted in source protection zone 1 provided that they do not contain or generate liquid waste or leach pollutants, especially if hazardous. A groundwater risk assessment will be required. The following waste facilities are considered lower risk and are more likely to be acceptable:

- Waste Incineration,
- In-Vessel Composting activities,
- Mechanical Biological Treatment,
- Materials Recycling Facility (dry wastes only) and
- Waste Electrical and Electronic Equipment (WEEE) sites that exclude potentially polluting wastes.

7.24 Higher risk waste uses are less likely to be acceptable in source protection zone 1.

7.25 Source protection zone 2 covers a wider area around an abstraction point. Where developments are proposed in source protection zone 2 a risk assessment will be required and any waste operation apart from landfill may be considered. Where sites are in source protection zones, developers are encouraged to engage in early discussions with the Environment Agency.

7.26 The North London Strategic Flood Risk Assessment (SFRA) has demonstrated the risks from flooding from various sources across north London and site specific flooding assessments have been undertaken on new sites in schedule C. Where a site is near or adjacent to areas of flood risk, the development is expected to contribute through design to a reduction in flood risk in line with Planning Policy Statement 25: Development and Flood Risk. Waste facilities are often characterised by large areas of hardstanding for vehicles and large roof areas. Developments will be required to show that flood risk has not been increased as part of the development and, where possible, has been reduced overall through the use of sustainable urban drainage systems and other techniques. Any proposed development should be looked at by the Environment Agency at an early stage to discuss the reduction of flood risk on the site.

7.27 Developers of waste facilities will need to fully identify the health implications of the development and plan the most appropriate development to protect the surrounding

uses and community. If the proposed waste development is required to have an Environmental Impact Assessment, then a Health Impact Assessment is also required.

**Policy NLWP 5 – Decentralised energy**

- 7.28 New waste management and recycling methods can reduce the impacts of climate change through more efficient use of resources. Waste facilities can further contribute through the provision of decentralised energy. Decentralised energy can make a significant contribution to reducing London’s carbon emissions and the tackling of climate change because it produces energy near to where it is used, thereby avoiding the inefficiencies of traditional power stations.

Policy NLWP 5 – Decentralised energy

All waste facilities that are capable of directly producing energy or a fuel must secure:

1. the local use of any excess heat in either an existing heat network or through the creation of a new network; or
2. the utilisation of biogas/syngas in Combined Heat and Power facilities, either directly through piped supply or indirectly through pressurisation and transport; or
3. the utilisation of any solid recovered fuel in Combined Heat and Power facilities or as a direct replacement for fossil fuels; or
4. any other contribution to decentralised energy,

Unless it can be demonstrated to the borough’s satisfaction that this is not economically feasible or technically practicable, in which case the development shall be designed to enable the future capture, reuse and export of heat and/or electricity and connection to a wider local energy network.

- 7.29 The Mayor's Climate Change Action Plan<sup>49</sup> and the London Plan seek to achieve 25% of London's energy to be supplied through decentralised energy by 2025 rising to 50% by 2050. Energy from waste is identified as making a 15% contribution by 2025 to carbon dioxide savings in London's energy supply.
- 7.30 Many modern waste processing facilities produce waste heat that could be used in district heating schemes, thus adding to the capital's decentralised energy target. Combined heat and power and combined cooling heat and power systems are able to use more of the available energy. These systems require local heating networks. , The north London borough have been working with the Mayor as part of the London Heat Mapping study<sup>50</sup> to identify heat demand and likely opportunities for establishing decentralised energy networks within the boroughs. Where feasible, waste facilities will be required to connect to existing and future planned decentralised energy networks and to supply the network with excess energy. Where such a network is not existent or currently planned, waste facilities need to be designed to allow for any future network.
- 7.31 If processing waste with a high bio-mass content in order to generate energy, many of these facilities, can be classed as 'renewable' energy technology and could contribute to a development's carbon reduction and renewable target contribution if directly supplying energy to a new development.
- 7.32 Planning applications should include an assessment of the energy generating possibilities and the feasibility of the development to contribute to decentralised energy in London. Where appropriate they should demonstrate how they could contribute to the emerging Upper Lee Valley Opportunity Area Energy Strategy and borough decentralised energy strategies. Evidence of discussions with utility companies and energy providers should be provided.

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<sup>49</sup> *Action Today to Protect Tomorrow The Mayor's Climate Change Action Plan (2007) Greater London Authority [www.london.gov.uk](http://www.london.gov.uk)*

<sup>50</sup> *[www.londonheatmap.org.uk](http://www.londonheatmap.org.uk)*

### **Policy NLWP 6 – The management of Construction, Demolition and Excavation wastes**

- 7.33 The London Plan requires that boroughs make provision towards self-sufficiency for the management of all wastes including construction, demolition and excavation waste and hazardous waste.

#### Policy NLWP 6 – The Management of Construction, Demolition and Excavation wastes

All developments in north London of the value of £300,000 or more shall submit a site waste management plan at the time of the planning application setting out how the developer will make on-site provision for the recycling and re-use of construction and demolition wastes (arising from the development) during the construction programme.

- 7.34 A large proportion of London's waste stream is composed of construction and demolition waste. It is important that as much as possible is kept out of landfill. The majority of this waste is recycled and reused on site due to the high costs of landfill and transportation. This trend will continue and increase as landfill costs, primary aggregate costs and transport costs all rise in the future. It is now commonplace for well managed development sites to achieve on site recycling and reuse rates of over 90%.
- 7.35 The North London Waste Plan does not therefore need to make any additional sites provision for this waste stream. However, in order to achieve the Mayor's target that 95% of construction, demolition and excavation waste is re-used on site or recycled and to ensure that an increasing proportion of construction and demolition waste is re-used and recycled, north London boroughs will require all specified development to submit a site waste management plan at the time of the planning application and to set aside land during demolition and/or construction phases for temporary facilities to enable high rates of recycling and re-use.

### **Policy NLWP 7 Hazardous waste**

- 7.36 The North London Waste Plan makes no specific site provision for hazardous waste. Existing facilities are safeguarded and any applications for new hazardous waste facilities will be treated on its merits.

#### NLWP 7 Hazardous waste

Planning permission will be given to a facility dealing with hazardous waste where it

- meets an identified need
- cannot be met by the re-development or adaption of an existing waste

- management site
- meets all other policies of the North London Waste Plan and relevant borough development management policies

- 7.37 Hazardous waste is defined under European Community Directive and national legislation. Changes in definition mean that parts of waste streams can be designated as hazardous and therefore require separate treatment and storage. The north London boroughs will take into account the hazardous waste element of any application for a waste development and will require appropriate safeguards under policy NLWP4. Where sites are affected by flooding risk and groundwater protection concerns, this will have implications for the management and storage of hazardous waste. Developers are advised to contact the Environment Agency at the earliest opportunity.
- 7.38 Existing hazardous waste and clinical waste facilities are safeguarded under policy NLWP 1 and where compensatory provision may be required the north London boroughs will take into account the type of waste being managed. Any application for a facility that will manage and treat hazardous waste should be able to meet the policies of this Plan and those of the relevant borough.
- 7.39 The north London boroughs will continue to monitor the level of hazardous waste arisings in the plan area in the Annual Monitoring Report. The boroughs will be working with the Mayor on his strategy for hazardous waste in London.

## 8 Delivery and Monitoring

### Monitoring the Plan

- 8.1 For the North London Waste Plan to be effective during its fifteen year life it will need to be monitored and reviewed. This is also a statutory requirement under the Planning and Compulsory Purchase Act 2004; an annual report on the implementation of the Plan and the effectiveness of its policies must be produced.
- 8.2 By reviewing and monitoring the Plan we will be able to consider:
- The impact that the Plan is having in helping to achieve national, regional and local targets;
  - Whether the policies are working effectively, or require adjusting; and
  - Whether any wider national or regional strategy or policy changes require a change to the Plan.
- 8.3 The Annual Monitoring Report will be the primary mechanism for assessing the North London Waste Plan's performance and effectiveness in achieving its aims and objectives. Monitoring of the indicators set out in Table 8.1 will be tied in with monitoring of Significant Effects indicators which have been identified in the Sustainability Appraisal.

Table 8-1 Monitoring table

NLWP Policy	Indicators	Reason (contextual indicators)/Targets, success factors (Indicators monitoring policy)	Delivery & Implementation	Delivery Agency
Contextual indicator	Annual municipal waste arisings  <i>Source: Waste Data Flow</i>	Provide contextual information to assess whether apportionment being planned for is accurate		
Contextual indicator	commercial and industrial waste arisings  <i>Source: Defra surveys, Environment Agency Waste Data Interrogator</i>	Provide contextual information to assess whether apportionment being planned for is accurate		

NLWP Policy	Indicators	Reason (contextual indicators)/Targets, success factors (Indicators monitoring policy)	Delivery & Implementation	Delivery Agency
Contextual indicator	Hazardous waste arisings  <i>Source: Environment Agency Waste Data Interrogator</i>	Provide contextual information for policy NLWP7		
Contextual indicator	Amount of municipal waste and percentage re-used, recycled and composted  <i>Source Waste Data Flow</i>	Provide contextual information for monitoring policy NLWP3		
Contextual indicator	Number of complaints about waste management facilities  <i>Source: public protection/enforcement teams in boroughs</i>	Provide contextual information for monitoring Policy NLWP4		
Contextual indicator	Construction Demolition and Excavation waste arisings  <i>Source: Environment Agency Waste Data Interrogator</i>	Provide contextual information for monitoring policy NLWP 6.		
NLWP1 Safeguarding and protection of existing sites	Number and capacity of existing sites redeveloped for waste  <i>Source: Borough development monitoring</i>	No loss of waste capacity in North London		Landowners, operators. North London boroughs

NLWP Policy	Indicators	Reason (contextual indicators)/Targets, success factors (Indicators monitoring policy)	Delivery & Implementation	Delivery Agency
	<p>Number and capacity of existing sites lost to other uses</p> <p><i>Source: Borough development monitoring</i></p>	No loss of waste capacity in North London		
NLWP2 Location of waste development	<p>Number of new waste facilities approved and completed at: (i) safeguarded sites (Schedules A and B); (ii) new sites identified (Schedule C); (iii) unallocated sites</p> <p><i>Source: Borough development monitoring</i></p>	<p>(i) and (ii) Development in accordance with the sequential test as set out in the policy</p> <p>(iii) 0</p>	Private Finance Initiative, private investment	North London Waste Authority and partners, waste operators, Environment Agency
	<p>Number of non-waste developments approved and completed at:</p> <p>(i) safeguarded sites (Schedules A and B); (ii) new sites identified (Schedule C)</p> <p><i>Source: Borough development monitoring</i></p>	0		
NLWP3 Household Waste Recycling Centres	<p>Development of Household Waste Recycling Centres</p> <p><i>Source: Borough development monitoring</i></p>	Meeting (yet-to be-identified) requirements of NLWA for sites	Government investment, Site allocation documents,	North London Waste Authority and partners, waste operators, north London boroughs

NLWP Policy	Indicators	Reason (contextual indicators)/Targets, success factors (Indicators monitoring policy)	Delivery & Implementation	Delivery Agency
NLWP4 Protecting Amenity	Number of waste facility developments granted contrary to Environment Agency advice on flooding or groundwater  <i>Source: Borough development monitoring</i>	0	Managing planning applications, monitoring and enforcement of planning conditions, inter agency working	North London boroughs, developers, Environment Agency, Natural England
	Number and proportion of new waste facilities approved/completed with waste education facilities built in.  <i>Source: Borough development monitoring</i>	Consideration given to scope for facilities during application process.		
NLWP5 Decentralised energy	amount of energy generated and delivered by waste facilities  <i>Source: Borough development monitoring</i>	meeting London Plan targets	Pro-active management of planning activities, place shaping initiatives	London Development Agency, north London boroughs
NLWP6 The Management of Construction, Demolition and Excavation wastes	Number and proportion of waste developments approved with site waste management plans and percentage of construction demolition and excavation waste planned to be used on site  <i>Source: Borough development monitoring</i>	100% of developments approved to have a site waste management plan providing for 95% of construction, demolition and excavation waste used on site	Site waste management plans, monitoring and enforcement of planning conditions	Developers, north London boroughs

NLWP Policy	Indicators	Reason (contextual indicators)/Targets, success factors (Indicators monitoring policy)	Delivery & Implementation	Delivery Agency
NLWP7 Hazardous waste	Number and capacity of specialist waste facilities built  <i>Source: Borough development monitoring</i>	No target		Developers, Environment Agency

## 9 Glossary

Term/Acronym	Definition
Air Quality Management Area	An area declared by a local authority where it predicts that national air quality objectives will not be met.
Anaerobic Digestion (AD)	A process whereby biodegradable material is broken down in the absence of air (oxygen). Material is placed into a closed vessel and in controlled conditions it breaks down into digested material and biogas.
Annual Monitoring Report	A joint report published by the seven boroughs reporting on the waste arisings and waste facilities within the Plan area and the effectiveness of the Plan to ensure that adequate land provision for waste management is being maintained
Apportionment	Please see 'London Plan Apportionment'.
Area Action Plan	Type of Development Plan Document focused on a specific location or area which guides development and improvements. It forms one component of a Local Development Framework.
Arisings	See waste arising
Autoclave	A method of sterilisation. Waste is loaded into a rotating sealed cylinder and the biodegradable fraction of this waste is then broken down by steam treatment into a homogeneous organic 'fibre'.
Biodegradable	Biodegradable materials can be chemically broken down by naturally occurring micro-organisms into simpler compounds.
Biodegradable Municipal Waste (BMW)	The proportion of waste from households that is capable of undergoing natural decomposition such as paper and cardboard, garden and food waste. Typically BMW makes up around 68% of residual municipal solid waste (MSW).
BREEAM	Standard for assessing the sustainability and environmental performance of buildings.
CEEQUAL	Assessment scheme for improving sustainability in civil engineering and public realm projects.
Civic Amenity Site (CAS)	See Household Waste Recycling Centres (HWRC)
Climate Change	Regional or global-scale changes in historical climate patterns arising from natural and/or man-made causes that produce an increasing mean global surface temperature.
Clinical Waste	Waste arising from medical, nursing, veterinary, pharmaceutical, dental or related practices, where risk of infection may be present.
Combined Heat and Power (CHP)	The combined production of heat (usually in the form of steam) and power (usually in the form of electricity). The heat can be used as hot water to serve a district-heating scheme.
Commercial and Industrial Waste (C&I)	Waste arising from business and industry. Industrial waste is waste generated by factories and industrial plants. Commercial waste is waste produced from premises used for sport, recreation or entertainment and from traders, catering establishments, shops, offices and other businesses. May include food waste, packaging and old computer equipment.

Term/Acronym	Definition
Composting	A biological process which takes place in the presence of oxygen (ie it is aerobic) in which organic wastes, such as garden and kitchen waste are converted into a stable granular material which can be applied to land to improve the soil.
Construction, Demolition and Excavation Waste (CD&E)	Waste arising from the construction, maintenance, repair and demolition of roads, buildings and structures. It is mostly comprised of concrete, brick, stone and soil, but can also include metals, plastics, timber and glass.
Core Strategy	A Local Development Document (which is also a Development Plan Document) which provides a written statement of the core policies for delivering the spatial strategy and vision for a borough, supported by a reasoned justification.
Development Management Document	A set of criteria-based policies in accordance with the Core Strategy, against which planning applications for the development and use of land and buildings will be considered. Also known as Site Development Policies.
Development Plan Document (DPD)	These are statutory local development documents prepared under the Planning and Compulsory Purchase Act 2004, which set out the spatial planning strategy and policies for an area. They have the weight of development plan status and are subject to community involvement, public consultation and independent examination.
Energy from Waste (EfW)	Energy that is recovered through thermally treating waste. EfW is also used to describe some thermal waste treatment plants.
Energy Recovery	The combustion of waste under controlled conditions in which the heat released is recovered to provide hot water and steam (usually) for electricity generation (see also Recovery).
Environment Agency (EA)	Environmental regulatory authority formed in 1996, combining the functions of the former National Rivers Authority, Waste Regulation Authorities and Her Majesty's Inspectorate of Pollution.
European Waste Catalogue (EWC)	All wastes are categorised using a 6 digit code which identifies the source of the waste. For example, EWC code 20.01.01 is paper and cardboard, separately collected from municipal waste, whereas 20.03.01 is mixed municipal waste.
Environmental Permit (EP)	A permit issued by the Environment Agency to regulate the operation of a waste management activity. Formerly known as a Waste Management Licence.
Examination	Presided over by a Planning Inspector or a Panel of Inspectors appointed by the Secretary of State; this can consist of hearing sessions, or consideration of written representations to consider whether the policies and proposals of the local planning authority's Development Plan Documents are sound.
Gasification	The thermal breakdown of organic material by heating waste in a low oxygen atmosphere to produce a gas. This gas is then used to produce heat/electricity.
Greater London Authority (GLA)	The GLA is the strategic citywide government for London. It is made up of a directly elected Mayor – the Mayor of London - and a separately elected Assembly – the London Assembly.
Green Belt	A planning designation to check the unrestricted sprawl of large built-up areas.

Term/Acronym	Definition
Green Waste	Organic waste from households, parks, gardens, wooded and landscaped areas such as tree prunings, grass clippings, leaves etc.
Greenhouse Gas	A gas in the Earth's atmosphere that traps heat and can contribute to global warming. Examples include carbon dioxide and methane.
ha	Hectare (10,000m <sup>2</sup> of area, which is equivalent to 2.47 acres).
Habitat Directive Assessment	This is a requirement of the European Habitats Directive. Its purpose is to assess the impacts of plans and projects on internationally designated sites and nature conservation sites.
Hazardous Waste	Waste that contains potentially damaging properties which may make it harmful to human health or the environment. It includes materials such as asbestos, fluorescent light tubes and lead-acid batteries. The European Commission has issued a Directive on the controlled management of hazardous waste; wastes are defined as hazardous on the basis of a list created under that Directive.
Household Waste	Waste from a private dwelling or residential house or other such specified premises, and includes waste taken to household waste recycling centres.
Household Waste Recycling Centre (HWRC)	Facilities to which the public can bring household waste, such as bottles, textiles, cans, paper, green waste and bulky household items/waste for free disposal.
Incineration	The burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion, either to reduce its volume (in the case of municipal solid waste) or its toxicity (such as for organic solvents). Incinerators can recover power and/or heat. Incinerators are often referred to as EfW (energy from waste) plants.
Inert Waste	Waste that is not active – it does not decompose or otherwise change.
In-vessel Composting (IVC)	Shredded waste is placed inside a chamber or container through which air is forced. This speeds up the composting process. It is a controlled process and is capable of treating both food and green waste by achieving the required composting temperatures. It is also known as enclosed composting.
Joint Municipal Waste Management Strategy (JMWMS)	This sets out how authorities intend to optimise current service provision as well as providing a basis for any new systems or infrastructure that may be needed.
Kerbside Collection	Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand.
ktpa	kilo-tonnes per annum (a kilo-tonne is 1,000 tonnes).
Landfill	The deposit of waste onto and into land, in such a way that pollution or harm to the environment is prevented and, through restoration, to provide land which may be used for another purpose.
Local Development Framework (LDF)	A portfolio of local development documents that will provide the framework for delivering the spatial planning strategy and policies for an area.

Term/Acronym	Definition
Local Development Scheme (LDS)	A document setting out the local planning authority's intentions for its Local Development Framework; in particular, the Local Development Documents it intends to produce and the timetable for their production and review.
London Plan	This is the Spatial Development Strategy for London, produced by the Mayor of London to provide a strategic framework for the boroughs' Unitary Development Plans and now for Local Development Frameworks. It was first published in February 2004 and alterations have since been published in September 2006 and 2007 and February 2008. The draft replacement London Plan was published in 2009, went through an examination in 2010 and is expected to be adopted in 2012. It has the status of a development plan under the Planning & Compulsory Purchase Act 2004.
London Plan Apportionment	Allocates to each individual borough a given proportion of London's total waste (expressed in tonnes) for which sufficient sites for managing and processing waste must be identified within their Local Development Frameworks.
Materials Recycling Facility or Materials Recovery Facility (MRF)	A special sorting 'factory' where mixed recyclables are separated into individual materials prior to despatch to reprocessors who prepare the materials for manufacturing into new recycled products.
Mechanical Biological Treatment (MBT)	A combination of mechanical separation techniques and (either aerobic or anaerobic) biological treatment, or a combination of the two, which are designed to recover value from and/or treat fractions of waste.
Mechanical Heat Treatment (MHT)	A combination of mechanical and heating techniques which are designed to sterilise, stabilise and treat waste and recover value from it.
Municipal Solid Waste (MSW)	Any waste collected by or on behalf of a local authority. For most local authorities the vast majority of this waste is from the households of their residents. Some is from local businesses and other organisations such as schools and the local authority's own waste.
North London Waste Authority (NLWA)	North London's statutory waste disposal authority. The NLWA's main function is to arrange the disposal of waste collected by its seven constituent boroughs. These boroughs are: Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest.
North London Joint Waste Strategy	North London Waste Authority has prepared a new Joint Waste Strategy that covers the period up to 2020. This strategy will be used to facilitate the procurement of new waste management services to increase recycling and recovery and divert more waste from landfill.
North London Waste Plan (NLWP)	The Waste Development Plan Document being produced for north London (see 'Waste Development Plan Document').
Planning Policy Statement 10 (PPS10)	Guidance document produced by central government relating to 'Planning for Sustainable Waste Management' which set out a number of key concepts which should be considered and statutory requirements of local and regional planning policy documents.
Planning Policy Statement 12 (PPS12)	Guidance document produced by central government relating to 'Local Spatial Planning'.

Term/Acronym	Definition
Planning Policy Statement 25 (PPS25)	Guidance document produced by central government relating to 'Development and Flood Risk' which aims to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk
Preferred Industrial Location (PIL)	Strategic employment site normally suitable for general industrial, light industrial and warehousing uses.
Proposals Map	A map showing the location of the sites identified in the Local Development Framework
Pyrolysis	The heating of waste in a closed environment, in the absence of oxygen, to produce a secondary fuel product.
Railhead	This is a terminus of a railway line that interfaces with another transport mode e.g. road network.
RAMSAR	Sites which are wetlands of international importance designated under the Ramsar Convention.
Recovery	The process of extracting value from waste materials, including recycling, composting and energy recovery.
Recycling	Recovering re-usable materials from waste or using a waste material for a positive purpose.
Refuse Derived Fuel (RDF)	See Solid Recovered Fuel (SRF).
Re-use	The re-use of materials in their original form, without any processing other than cleaning.
Re-use and Recycling Centre (RRC)	See Household Waste Recycling Centre (HWRC)
Section 106 Agreement	A legal agreement between the planning authority (borough) and the developer, linked to a planning permission, which requires the developer to carry out works to offset the potential impacts of their development or to benefit the local community.
Self-sufficiency	Dealing with wastes within the administrative region where they are produced.
Site Development Policies	See development management policies.
Site of Special Scientific Interest (SSSI)	A specifically defined area which protects ecological or geological features.
Site Waste Management Plan (SWMP)	A detailed plan setting out how waste will be managed during a construction project. This is a legal requirement for most construction projects.
Solid Recovered Fuel (SRF)	These are solid fuels (also known as 'Refuse Derived Fuels' – RDF) prepared from non-hazardous waste to be utilised for energy recovery.

Term/Acronym	Definition
Sound (Soundness)	According to Planning Policy Statement 12 (para 4.52) for a plan to be “sound” it should be justified, effective and consistent with national policy. “Justified” means that the document must be: founded on a robust and credible evidence base and must be the most appropriate strategy when considered against the reasonable alternatives. “Effective” means that the document must be: deliverable, flexible, and able to be monitored
Source Protection zone	Area designated to protect groundwater
Spatial Planning	Spatial Planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.
Special Protection Areas (SPA)	A SPA is a site considered to be of international importance for species of birds and is designated under the EC Directive on the Conservation of Wild Birds.
Statement of Community Involvement (SCI)	A statement of a local authority’s policy for involving the community in preparing and revising local development documents and for consulting on planning applications.
Strategic Employment Locations (SELs)	These comprise Preferred Industrial Locations, Industrial Business Parks and Science Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of the general business, industrial and warehousing sectors.
Strategic Environmental Assessment (SEA)	A system of incorporating environmental considerations into policies, plans and programmes. It is sometimes referred to as Strategic Environmental Impact Assessment and is a legally enforced assessment procedure required by Directive 2001/42/EC.
Sub-Regions	Sub-regions are the primary geographical features for implementing strategic policy at the sub-regional level.
Sustainable Waste Management	Using material resources efficiently to cut down on the amount of waste we produce and, where waste is generated, dealing with it in a way that actively contributes to economic, social and environmental goals of sustainable development.
Sustainability Appraisal (SA)	A formal process which analyses and evaluates the environmental, social and economic impacts of a plan or programme.
Transport for London (TfL)	The primary role of TfL, which is a functional body of the Greater London Authority, is to implement the Mayor of London’s Transport Strategy and manage transport services across London.
Thermal Treatment	Treatment of waste using heat e.g. incineration, pyrolysis, gasification, etc.
tpa	Tonnes per annum.
Unitary Development Plan (UDP)	A type of development plan introduced in 1986, that is to be replaced by Local Development Frameworks.
Waste Arising	The amount of waste generated in a given locality over a given period of time.
Waste Collection Authority (WCA)	Organisation responsible for collection of household waste e.g. your local council.

Term/Acronym	Definition
Waste Development Plan Document (WDPD)	Planning document which will provide a basis for the provision of waste management infrastructure in the sub-region e.g. the North London Waste Plan (see 'North London Waste Plan').
Waste Disposal Authority (WDA)	Organisation responsible for disposing of municipal waste. For north London this is the North London Waste Authority (NLWA).
Waste Hierarchy	An order of waste management methods, enshrined in European and UK legislation, based on their predicted sustainability. The hierarchy is summarised as "reduce (prevent), re-use, recycle/compost, recover, dispose".
Waste Management Capacity	The amounts of waste currently able to be managed (recycled, composted or recovered) by waste management facilities within north London.
Waste Management Licence (WML)	The licence required by anyone who proposes to deposit, recover or dispose of controlled waste. These are now known as Environmental Permits.
Waste Minimisation	Reducing the volume of waste that is produced. This is at the top of the Waste Hierarchy.
Waste Planning Authority (WPA)	Local authority responsible for waste planning. In north London the seven boroughs are the Waste Planning Authority for their area.
Waste Transfer Station	A facility where waste is delivered for sorting prior to transfer to another place e.g. landfill.
WEEE	A categorisation of waste electrical and electronic equipment introduced by the European Union Waste Electrical and Electronic Equipment Directive (WEEE Directive) which aims to reduce the amount of electrical and electronic equipment being produced and to encourage everyone to reuse, recycle and recover it.

## 10 Appendices

**Appendix 1** Schedule A: Existing Waste Management Sites

**Appendix 2** Schedule B: Existing Waste Transfer Sites

**Appendix 3** Schedule C: Proposed New Sites

**Appendix 4** Relationship to saved UDP policies

## Appendix 1 Schedule A Existing Waste Management Sites

Treatment Sites					
Site number	Borough	Address	Postcode	SPZ1	SPZ2
4195	Barnet	SQS Ltd	NW7 3HU		
4200	Barnet	Savecase Ltd	NW9 6HD		
	Barnet	Apex Car Breakers	NW7 3EX		
10039	Enfield	E L V Ltd	N18 2PD		✓
	Enfield	E L V Ltd	N18 3QU		✓
10032	Enfield	ELV Ltd	N18 3PH		✓
4205	Enfield	Enfield Metals Company	EN2 9BW		
10036	Enfield	Environmental Tyre Disposals	N18 3QX	✓	
99	Enfield	Greenstar MRF	N90BD	✓	
10041	Enfield	Lea Valley Motors Ltd	N18 2PG		✓
10079	Enfield	Londonwaste composting	N18 3AG	✓	
10011	Enfield	Metal & Waste Recycling Group Ltd	N18 2ED		✓
10040	Enfield	Plasterboard Recycling UK Ltd	N18 3HT	✓	
10043	Enfield	Polkacrest Ltd	N18 3AG	✓	
10021	Enfield	Polkacrest Ltd	EN2 8JL		
10012	Enfield	Pressbay Ltd	EN3 7NJ		
10038	Enfield	Redcorn Ltd	N18 3PS		✓
10080	Enfield	Londonwaste Ltd EFW	N18 3AG	✓	
	Hackney	Braydon Motor Company	E5 8QY		
10017	Haringey	Brantwood Auto Breakers Ltd	N17 0RU		✓
10072	Haringey	Brantwood Auto Recycling Ltd	N17 0DT		✓
4175	Haringey	O'Donovan (Waste Disposal) Ltd	N15 4QF		✓
4180	Haringey	Redcorn Ltd	N17 8DP		
10016	Haringey	Restore Community Projects	N17 9LJ		✓
	Waltham Forest	B J Electronics	E17 9HQ	✓	
10071	Waltham Forest	BD&G parts for Rover	E10 7QY	✓	
	Waltham Forest	T J Autos (UK) Ltd	E10 7QN	✓	

	Waltham Forest	Walthamstow Salvage	E10 7PY	✓	
	Waltham Forest	Argall Metal Recycling Limited	E10 7QX		
	Waltham Forest	Exectec Limited	E4 8DS		
HWRC Sites					
Site number	Borough	Address	Postcode	SPZ1	SPZ2
10006	Barnet	Summers Lane	N12 0RF		
10019	Camden	Regis Road	NW5 3EW		
10008	Enfield	Barrowell Green	N21 3AU	✓	
	Haringey	Hornsey High Street	N8 7QB		
10015	Haringey	Park View Road	N17 9AY		✓
4190	Islington	Hornsey Street	N7 8HU		
10018	Waltham Forest	48 Kings Road	E4 7HR		
	Waltham Forest	Gateway Road	E10 5BY		
10026	Waltham Forest	South Access Rd, Walthamstow	E17 8AX		✓

## Appendix 2 Schedule B Existing Waste Transfer Sites

Treatment Sites					
Site number	Borough	Address	Postcode	SPZ1	SPZ2
10030	Barnet	Cripps Skips Limited	NW2 1LR		
10075	Barnet	GBN Services Ltd	N11 1HJ		
10029	Barnet	McGovern Brothers (Haulage) Ltd	NW2 1BG		
10004	Barnet	P B Donoghue (Haulage & Plant Hire) Ltd	NW2 1RR		
10005	Barnet	Waste Recycling Group (WRG)	NW2 1LN		
4185	Barnet	Winters Haulage, Coppies Grove, Oakleigh Road South	N11 1HJ		
	Enfield	Budd Skips	N18 3HQ		
10035	Enfield	Greater London Waste Disposal Ltd	EN3 7PJ		✓
10076	Enfield	Hunt Skips	N18 1SY		
10077	Enfield	J O'Doherty Haulage	N18 3BH		✓
10078	Enfield	London Waste Recycling Ltd	N18 3HR	✓	
10034	Enfield	Oakwood Plant Ltd	N18 3BH		✓
10033	Enfield	Powerday Plc	EN3 7UA	✓	
10031	Enfield	Tuglord Enterprises Ltd (Howard Waste)	N18 3PP		✓
4205	Enfield	Enfield Skips Limited	EN2 9BH		
	Enfield	Personnel Hygiene Services Ltd	N18 3PR		
10024	Hackney	Millfields Waste Transfer Station	E5 0AR	✓	
4170	Haringey	Biffa Waste Services Ltd	N17 0UN	✓	
4175	Haringey	O'Donovan (Waste Disposal) Ltd	N15 4QF		✓
4190	Islington	Hornsey Street, N7 8HU	N7 8HU		
3360	Waltham Forest	Bywaters (1986) Ltd	E10 5BY		✓
10001	Waltham Forest	Dem'cy Contractors Ltd	E10 7PY	✓	
	Waltham Forest	G & B Compressor Hire	E10 5PB		
10027	Waltham Forest	GBN Services Ltd	E10 7JN	✓	

## Appendix 3 Schedule C New Sites

New Sites					
Site number	Borough	Address	Postcode	SPZ1	SPZ2
23	Barnet	Geron Way	NW2 6LZ		
121	Haringey	Pinkham Way	N10		✓

## Appendix 4: Relationship to saved UDP policies

- 12.1 The policies adopted in the final version of the North London Waste Plan will supersede any borough level policies which still exist in borough unitary development plans (UDP). The table below sets out the existing borough policies which the policies of the North London Waste Plan will replace:

*Table 0-1 Saved UDP policies superseded by North London Waste Plan policies*

Borough	Policy reference	Policy Description	Replaced by
Barnet	n/a		
Camden	n/a		
Enfield	n/a		
Hackney	UDP saved policy EQ46	Recycling Facilities: The Council will encourage and support proposals for bottle banks, paper collection points, recycling and civic amenity sites subject to criteria relating to appropriate location, satisfactory accessibility, design, layout, confirmation that it does not have neighbourhood impacts and access.	NLWP3 Household Waste Recycling Centres
Haringey	n/a		
Islington	n/a		
Waltham Forest	n/a		



Agenda item:

**[No.]****Cabinet****8 February 2011**

Report Title. DELEGATED DECISIONS AND SIGNIFICANT ACTIONS

Report of the Assistant Chief Executive (People &amp; Organisational Development)

Signed :

Contact Officer : Richard Burbidge

Telephone: 020 8489 2923

Wards(s) affected: **Not applicable**Report for: **Information****1. Purpose of the report**

- 1.1 To inform the Cabinet of delegated decisions and significant actions taken by Directors.
- 1.2 The report details by number and type decisions taken by Directors under delegated powers. Significant actions (decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**2. Introduction by Cabinet Member (if necessary)**

- 2.1. Not applicable

**3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

- 3.1. These are contained in the individual action forms.

**4. Recommendations**

4.1. That the report be noted

**5. Reason for recommendation(s)**

5.1. Not applicable.

**6. Other options considered**

6.1. Not applicable

**7. Summary**

7.1 To inform the Cabinet of delegated decisions and significant actions taken by Directors.

7.2 The report details by number and type decisions taken by Directors under delegated powers. Significant actions (decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**8. Chief Financial Officer Comments**

8.1. Where appropriate these are contained in the individual delegations.

**9. Head of Legal Services Comments**

9.1. Where appropriate these are contained in the individual delegations.

**10. Head of Procurement Comments – [Required for Procurement Committee]**

10.1. Not applicable

**11. Equalities & Community Cohesion Comments**

11.1. Where appropriate these are contained in the individual consultation forms.

**12. Consultation**

12.1. Where appropriate details are contained in the individual consultation forms.

**13. Service Financial Comments**

13.1. Where appropriate details are contained in the individual consultation forms.

**14. Use of appendices /Tables and photographs**

14.1. Not applicable

**15. Local Government (Access to Information) Act 1985**

15.1 Background Papers

The following background papers were used in the preparation of this report;

Delegated Decisions and Significant Action Forms

Those marked with ♦ contain exempt information and are not available for public inspection.

The background papers are located at River Park House, 225 High Road, Wood Green, London N22 8HQ.

To inspect them or to discuss this report further, please contact Richard Burbidge on 020 8489 2923.

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**DIRECTOR OF ADULT, CULTURE AND COMMUNITY SERVICES**

**Significant decisions - Delegated Action –December 2010**

◆ denotes background papers are Exempt.

No	Date approved by Director	Title	Decision
1.	14.12.10	CLL – HALS apprenticeship posts	Agreed
2.			

**Delegated Action**

	Number
21.12.10: LBH/Age Concern – Personalisation Advocacy Pilot contract	1
21.12.10: LBH/HAIL – LD Advocacy Pilot contract	1
23.12.10: CSO 6.04 Groundwork London to implement works in Haringey parks	1
24.12.10: CSO 6.04 Playground equipment for Playbuilder programme	1

Submission authorised by: 

Date: 10<sup>th</sup> January 2011

**Mun Thong Phung**  
 Director of Adult, Culture and Community Services

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**CORPORATE RESOURCES AND CHIEF EXECUTIVE SERVICE**

**Significant decisions - Delegated Action 2010/11 - December 2010**

◆ denotes background papers are Exempt.

No	Date approved by Director	Title	Decision

**Delegated Action**

Type	Number
Approval for award of contract under CSO 11.02 re: Asbestos Remedials (1), Corporate Landlord Portfolio, signed by DCR 08.12.10.	1
Request for waiver of CSO 6.04 under CSO 7 for the purchase of equipment and professional services for the development of a Wireless Infrastructure. To award the contract to Logicalis UK as allowed under CSO 11.02 re: Infrastructure Programme - Proof of Concept Wireless Project, signed by DCR 20.12.10.	1

Submission authorised by:

*J. Power 7/11/11*

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