

## ED2. EXECUTIVE DECISIONS BY A CABINET MEMBER OR AN OFFICER

<b>A. Report Title:</b> PROPOSED CHANGES TO THE EAST OF ENGLAND PLAN	
<b>B. Report Author(s):</b> RICHARD HATTER PRINCIPAL PLANNER	<b>Tel:</b> 01375-652274 <b>E-mail:</b> rhalter@thurrock.gov.uk
<b>C. Decision Maker:</b> COUNCILLOR TERRY HIPSEY, LEADER	
<b>D. Position held:</b> PORTFOLIO HOLDER FOR COMMUNITY LEADERSHIP	
<b>E. Key decision:</b> YES	<b>F. Delegation ref:</b> PART 3.8, PART A (O)
<b>G. Is the decision urgent?</b> YES	
<b>H. If yes, state why.</b> DECISION MUST BE MADE BY 9 <sup>TH</sup> MARCH 2007 TO ENABLE COUNCIL'S RESPONSE TO BE SUBMITTED.	

<b>I. DECISION</b> (strike out whichever does not apply) :	
1. I agree the recommendations in the attached report for the reasons given in the report; <b>OR</b>	
2. <del>*My decision is:</del>	
<del>*The reason for my decision is:</del>	
* Continue overleaf or on an additional sheet if necessary.	
<b>Signed:</b> Councillor T. Hipsey	<b>Date:</b> 08/03/07

### URGENCY

Democratic Services will arrange for the completion of the following:	
<b>J. I confirm that in my opinion a decision on this matter is urgent and cannot reasonably be delayed:</b>	
<b>Signed:</b> Councillor S. Veryard	<b>Date:</b> 08/03/07

*To be completed by Democratic Services*

<b>Date decision received by Dem. Services:</b> 9 <sup>th</sup> March 2007	<b>Date decision published:</b> 9 <sup>th</sup> March 2007
<b>Implementation date:</b> 9 <sup>th</sup> March 2007	
<b>Relevant O &amp; S Committee:</b> Environment Overview and Scrutiny Committee	

<b>7th March 2007</b>	<b>ITEM No.</b>
<b>PROPOSED CHANGES TO THE EAST OF ENGLAND PLAN</b>	
<b>Portfolio Holder:</b> Councillor Terry Hipsey, Community Leadership	
<b>Report Author:</b> Richard Hatter, Principal Planner	
<b>Accountable Head of Service:</b> Andrew Millard, Head of Strategy, Environment and Development Services	
<b>Accountable Director:</b> Bill Newman, Corporate Director, Sustainable Communities.	
<b>Purpose:</b> For Cabinet to note the Council's response to the Proposed Changes to the East of England Plan made under delegated arrangements.	
<b>Wards affected:</b> All	<b>Key decision:</b> Yes
Public	

## 1. RECOMMENDATIONS:

- 1.1 **To approve the Council's responses set out from paragraph 4.21 to 4.47 made under delegated arrangements to the Proposed Changes to the East of England Plan.**

## 2. INTRODUCTION:

- 2.1 The Secretary of State's Proposed Changes to the Draft East of England Plan were published on 19<sup>th</sup> December 2006 for a period of public consultation ending on 9<sup>th</sup> March 2007. This report sets out Thurrock Council's response to the Proposed Changes that were agreed under delegated arrangements and submitted before the end of the consultation deadline.
- 2.2 The first part of this report sets out the background and key changes identified in the Proposed Changes compared to the Draft East of England Plan. Section 4 of this report then sets the response that the Council has made to specific policies.

## 3. BACKGROUND:

- 3.1 The East of England Plan is the Regional Spatial Strategy (RSS) that sets out the long term strategy for growth, regeneration and the environment in the region up to 2021. The RSS is being prepared as part of the new development plan system in England introduced under the Planning and Compulsory

Purchase Act 2004. As the Regional Spatial Strategy, the East of England Plan will guide the content of Local Development Documents being produced by local planning authorities in the region. The Local Development Documents being prepared by Thurrock must be in conformity with the Regional Spatial Strategy in order to be sound plans and become adopted.

- 3.2 The Draft East of England Plan was published by the East of England Regional Assembly (EERA) in December 2004. Thurrock Council agreed its response to the draft plan at the Cabinet meeting of 16<sup>th</sup> March 2005. The Council made representations to the Draft Plan on the following issues:
- The Draft Plan target for net additional jobs in Thurrock be amended to reflect a more realistic assessment of the rate of development;
  - The RSS should reflect a more diverse employment base for Thurrock;
  - The RSS should make the targets and phasing clearer for each sub-region;
  - The housing provision figure for Thurrock should apply to the whole administrative area of Thurrock;
  - The phasing policy should be amended to allow Local Planning Authorities to adjust rate of land release to match availability of road and social infrastructure;
  - Support Development and Flood Risk Policy;
  - The RSS waste policies be flexible to allow local solutions to disposal;
  - The RSS policy should be made more flexible so that retail and other service needs can be accommodated in a way that is proportionate to the scale and rate of growth proposed.

3.3 Following representations made on the Draft Plan an Examination in Public (EIP) was held to consider the issues between November 2005 and March 2006. At its Cabinet meeting of 14<sup>th</sup> September 2006 this Council agreed delegated authority to submit statements to the EIP to support its key concerns. The officers of the Council also attended and were involved in various stages of the Examination.

3.4 The Panel of the Examination published its report in July 2006 with recommendations to the Secretary of State. At this stage there was no formal public consultation.

#### **4. ISSUES AND/OR OPTIONS:**

4.1 The Secretary of State has now considered the Panel Report and other supporting technical evidence and published the Proposed Changes to the East of England Plan. Following this consultation period the final approved Regional Spatial Strategy will be published in the summer of 2007.

#### **Key Proposed Changes**

4.2 The Proposed Changes to the East of England Plan accept the majority of the EIP Panel recommendations but make further changes to specific policies, levels of development and introduce new policies. As a result there are some significant changes from the Draft East of England Plan. Some of the changes

are welcome and supported and others are a cause of concern and are considered in more detail from paragraphs 4.21 onwards. The main differences introduced by the Proposed Changes are set out below in paragraphs 4.3 to 4.20.

#### Sustainable Development

4.3 The changes support the Panel recommendations on the Plan by making a stronger contribution to sustainable development:

- i) There is more explicit policy recognition of the need to minimise the Region's contribution to Climate Change. There are proposals to encourage new development to have regard to carbon performance trajectories and for local authorities to encourage a proportion of energy to come from new or low carbon sources;
- ii) Regional targets for the development of new facilities by energy supply from renewable power generation;
- iii) Stronger policies to promote greater efficiency in energy and water consumption. A new policy is added on water resource development and the promotion of water cycle studies;
- iv) Support for provision and enhancement of areas and networks of Green Infrastructure;
- v) Endorsement of policies seeking to minimise the need to travel and promote more sustainable modes of transport.

#### Spatial Strategy

4.4 The Proposed Changes reflect the general approach of EERA and the Panel Report in seeking to support urban concentration. There is an endorsement of the Panel's recommendations for growth at new towns including Hemel Hempstead and Welwyn Hatfield but the Government approach differs from the Panel by proposing stronger emphasis on Harlow as a major growth location. The Proposed Changes also support the Panel Report in reinforcing the urban focus approach by identifying Key Centres for Development and Change of which the Thurrock Urban Area is identified as one.

4.5 The Proposed Changes endorse Green Belt Reviews in some key growth areas to assess release of land up to 2031, using the average annual rate of housing building for the period 2001-2021. However a Green Belt Review is not required for the Essex Thames Gateway sub-region, which includes Thurrock.

#### 4.6 Sub-regions

These are reduced to five and some have been renamed:

- Essex Thames Gateway (including Thurrock);
- Haven Gateway;
- Cambridge;
- London Arc;

-Milton Keynes South Midlands.

#### Housing

- 4.7 The EIP Panel Report recommended an increase in regional housing provision from 478,0000 (draft plan) to 505,000 a 6% increase of 27,500 dwellings. The increase reflected the Panel's view following consideration of factors such as demographic pressure, housing need, affordability and economic and delivery. The Panel did state that the proposals represent the maximum considered feasible and sustainable in each part of the region and represented the maximum that could be delivered particularly in the early plan period.
- 4.8 The Proposed Changes increase the regional total to 508,000 due to additional growth in the Harlow area. Both the Panel and Proposed Changes do not increase the figure for Thurrock from the Draft Plan figure which remains at 18,500. However the Government changes propose the housing figures to be treated as minimum if more can be delivered through brownfield capacity and increased densities. Local Development Documents (LDDs) should normally make provision for the post 2021 period using extrapolated rates to comply with requirements in national 'Planning Policy Statement 3 – Housing' and for an early review of the plan.
- 4.9 The Proposed Changes support the Panel Report recommendations of an aspirational regional target of 35% for affordable housing from new planning permissions and with all detail of tenure and type left to Local Development Documents. This is a move away from the Draft Plan of 40% and higher targets for local authorities in areas of housing stress. There is a new Gypsy and Travellers policy and reference to ongoing review on this matter.

#### Employment

- 4.10 The job target is increased to 452,000, an increase from the Panel recommendation of 444,000 and from the Draft plan of 421,000. The Government accepts the Panel principle of increasing job numbers to reflect additional housing and local assessments. There is a different spatial distribution of jobs including 11,000 jobs in central and north Essex to reflect a Second runway at Stansted and growth at Harlow. The job target for Thurrock remains as in the Draft Plan of 2004 at 26,000. As in the Panel recommendation the jobs targets are seen as indicative and subject to monitoring.

#### Transport

- 4.11 The Proposed Changes generally support the Panel Report with regard to the Regional Transport Strategy. The aim of absolute reduction of traffic in the plan period is rejected but seeks changes to strengthen the overall strategy through emphasis on demand management, public transport provision and cycling.
- 4.12 The Proposed Changes drop reference to specific schemes over and above those already committed or approved in principle. The Government does however recognise that parts of the region are likely to come under increasing traffic pressure and recommends priority action for further studies to identify

interventions. One priority area for further studies includes Essex Thames Gateway.

- 4.13 There are some new transport policies in the Proposed Changes that recognise the importance of ports including Policy T10 (Strategic Freight movement) and Policy T11 (Access to Ports) that include reference to Tilbury and London Gateway and seek priority investment in infrastructure.

#### Retail and Lakeside

- 4.14 The Proposed Changes endorse the Panel Report policy approach (Policy E6) to not support additional out of centres regional or sub regional centres or for the extension of retailing at such centres during the plan period. A Policy ETG2 supports a long term strategy for the remodelling of the Lakeside Basin for mix uses including retail, leisure, offices, housing subject to no net increase in retail floorspace.

#### Minerals

- 4.15 This section of the plan is heavily revised with most of the mineral policies in the Draft Plan removed as being duplication of Government policy and therefore unnecessary. A remaining Policy M1 sets out the regional supply and apportionment for the period 2001-2016 which draws upon national provision guidelines in 2003 and updated regional work. It is stated that where Local Minerals Plan Documents cover a period beyond 2016 that Local Authorities should project the annual guideline figure used during the period 2001-2016.

#### Waste

- 4.16 The Draft East of England Plan contains a set of waste planning policies that reflected national guidance at the time but also targets for recycling, recovery and disposal set out in the Regional Waste Management Strategy of 2003. Policy ENV12 also set limits to the importation of waste into the region (including London Waste) as at 31 March 2004 to an allowance of 30% by weight for the equivalent residues by 2015.
- 4.17 The Government subsequently published a new National Planning Policy Statement 10 on Waste. The national policy requires Regional Spatial Strategies to include an apportionment of waste to inform the preparation of Local Waste Development Plan Documents. At the Public Examination the Panel requested the regional assembly to consider how it would approach the inclusion of revised policies based upon the new national guidance and addresses regional apportionment including the apportionment of London Waste. EERA expressed a preferred view to consider these issues at a review of the RSS but undertook further policy wording and technical work on apportionment to give guidance to the Secretary of State.
- 4.18 The Panel Report gave support to policy changes and waste apportionment but gave limited detail. EERA sent a technical letter to the Secretary of State in September 2006 suggesting policy changes and apportionment figures, including the apportionment of London's waste to Waste Planning Authorities such as Thurrock. The Proposed Changes issued by the Secretary of State

significantly revise the Draft Plan waste policies to reflect national recovery and disposal targets and include policies setting out tonnages for each Waste Authority for Municipal Solid Waste (MSW), Commercial and Industrial (C&I) waste and an apportionment of London's Waste. Further detailed issues are set out in paragraphs 4.41 to 4.47.

#### Implementation and Review

- 4.19 The Secretary of State endorses the Panel Report recommendations on the need for a region-wide implementation plan and high-level regional coordinating arrangements. However EERA's proposals for an implementation policy to link the phasing and regulation of development according to the level of infrastructure development are not reintroduced.
- 4.20 The Proposed Changes set out the need for a Review of the RSS to commence in 2007 and finish by 2010. Drivers for the review are listed in supporting text and include:
- Planning Policy Statement 3 - Housing and the post-Barker approach,
  - latest national household projections,
  - the regions relationship with London and other regions
  - and waste issues including hazardous waste.

#### **Response to Proposed Changes**

- 4.21 The following paragraphs set out the key detailed policy issues and recommendations for a response to the Proposed Changes:

#### Housing provision

- 4.22 The original Draft East of England Plan allocated a housing provision of 18,500 dwellings to Thurrock in two periods of 8,500 dwellings between 2001-2011 and 10,000 dwellings between 2011 and 2021 with annual averages for the two periods of 850 dwellings and 950 dwellings (overall average of 925). This approach represented a phased increase of housing numbers based upon a realistic assessment of delivery potential and building rates including availability of brownfield sites through an up to date Urban Capacity Study.
- 4.23 The new wording of Policy H1-'Regional Housing Provision' requires local authorities to regard district allocations as minimum targets to be achieved, rather than ceilings that should not be exceeded. Furthermore Local Planning Authorities should seek as soon as possible to achieve annual average rates of development for the period 2006-2021 (940 dwellings for Thurrock) and make up accumulated shortfalls from 2001. For Thurrock the 18,500 provision is concentrated in the Essex Thames Gateway area rather than the whole borough, with support for further housing development on brownfield land outside the Thames Gateway area. Policy H1 also requires Local Development Documents to set out a 15 year housing supply after adoption (new national policy) and is supported by a revised policy H2 that reinforces this approach. Thurrock Council has taken the approach in previous comments on the plan that the housing provision should apply to the whole of

the Borough- and the Thames Gateway Boundary should also cover the whole borough.

#### 4.24 Response

It is recommended that;

1. There is an objection to Policy H1 to use the housing provision figures as minimum which can be exceeded without making provision for commensurate levels of infrastructure. There are already major concerns about the current infrastructure deficit within Thurrock and the ability of future infrastructure capacity, planning and delivery to support new development. It is also an inappropriate approach as it could prejudice any forthcoming review of the RSS and future spatial distribution.
2. There is an objection to the proposed requirement for Local Development Documents to continue the annual building rate (2006-21) into the post 2021 period to meet requirements of PPS3, without qualification. The proposal in the changes to continue the rate post 2021 at the higher annual average of the period 2006-2021 will result in a level of provision that is unsubstantiated. Again, this will result in local decisions prejudicing the outcome of a review of the RSS and assumes that development should continue in same locations regardless of other economic, infrastructure and environmental implications. The review of the RSS is the most appropriate method to consider review of overall housing provision and allocations to districts.
3. The proposed new annual rate for development 2006 to 2021 without the safeguards referred to above is not supported. This represents an uplift in the building rate for the earlier plan period and ignores delivery capacity, site availability and infrastructure capacity. It results in a move away from "Plan Monitor and Manage" to predict and provide for housing provision.
4. Thurrock Council also objects to the requirement to provide the 18,500 dwellings within the Thames Gateway area of the borough only. The recent Urban Capacity Study identified a proportion of the brownfield provision within urban areas such as Aveley and South Ockendon north of the Thames Gateway boundary. The current proposed provision would contradict the evidence base and result in a need for more land supply for housing in the south of the borough that has not been identified and impact on infrastructure the environment and Green Belt.
5. It is recommended the policy be reworded at the very least to identify the provision of 18,500 dwellings on brownfield sites within all larger urban settlements in the borough or the request that Thames Gateway boundary is readjusted to encompass these larger urban areas including Aveley and South Ockendon. However the Council prefers an amendment to the Thames Gateway Boundary to cover the whole of the borough and include provision from the smaller Green Belt Settlements as a contribution to the total housing provision (18,500) for Thurrock.

Employment and Job Growth



- 4.25 As discussed in previous reports to Cabinet the job targets in the East of England Plan have been developed on aspirational targets based upon various job forecasts including those that seek to forecast the number of jobs if the East of England were to become a top twenty European economic region by 2021. Additional work on alignment studies undertaken by EERA also indicated that such levels of employment would bring alignment between the net job and housing targets but dependant upon various assumptions. The alignment assessments also indicate that depending on baseline assumptions that these levels could bring sub-regions such as Thames Gateway closer to balance between jobs and housing.
- 4.26 The Proposed Changes Policies E1 and ETG5 still identify Thurrock as having a jobs target of 26,000 jobs. Within the Proposed Changes there is recognition that the evidence base is not sufficiently robust to set the job targets as any more than indicative targets. Local Authorities are encouraged to work with delivery partners, EEDA and other Local Authorities to provide a consistent evidence base and a coordinated review of job growth and employment land availability.
- 4.27 Thurrock Council made previous representations on the East of England Plan expressing concern about the ability to deliver the net increase in jobs in Thurrock. This is largely due to uncertainty about the decision on the London Gateway proposal at Shell Haven and the ability of the development (if approved) to provide sufficient jobs within the plan period. These concerns remain as the proposed London Gateway development has not yet received approval. A number of local technical studies, including those produced by Thurrock Council, have also indicated that even at optimistic build rates the increases in jobs at London Gateway would not be sufficient in the plan period to provide more than 11-13,000 jobs. This would leave a shortfall of between 3,500 to 6,000 in the Thurrock total assuming that job targets were reached elsewhere in the borough.
- 4.28 Response  
It is recommended that;
1. Thurrock Council expresses concern that the jobs target for Thurrock in the East of England Plan is unrealistic in the absence of approval of the London Gateway port proposals. It is recognised that the jobs figures are now indicative targets and this approach is supported. However, the delay in approval of the London Gateway port and associated business development means that it is unlikely that such levels of job creation can be achieved in the plan period – without significant alternative provision elsewhere in the borough.
  2. The Council is also aware that in not achieving the jobs target the sub-region is moving away from alignment with regard to net and gross balance between housing and jobs provision. This gives rise to implications for the phasing and delivery of infrastructure. It is considered that robust monitoring of the housing and job balance in Thurrock and the sub-region will be required and the levels of both may need reviewing as part of the review of the RSS.

#### Lakeside and Retail

- 4.29 Revisions to the sub-regional section of the East of England Plan identify Thurrock as a Key Centre for Development and Change (Policy ETG2). There is welcome support for amendments to the policy which recognise the need to diversify the role of the economy of Thurrock but also to promote the development of a clear long-term strategy for remodelling the Lakeside Basin to provide a high quality pedestrian friendly environment containing a mix of uses including retail, leisure and offices. This was the approach the Council had taken at the Examination in Public.
- 4.30 However there is some apparent inconsistency in policy approach with Policy E6 not supporting expansion of out of centre Retailing, with Policy ETG2 not allowing any net retail floorspace increase and Policy ETG5 that appears to focus major retail, leisure and office developments at Basildon, Southend and Lakeside. In addition, the Secretary of State in a supporting letter to the Proposed Changes invited comments on a recently prepared retail impact study prepared by consultants on behalf of the Thurrock Thames Gateway Development Corporation.
- 4.31 The Council is concerned about a policy preventing any additional net retail floorspace at Lakeside. The Council's own current and emerging retail studies indicate the need for retail growth to provide for the increase in housing growth within the borough and in particular in the west of the borough and Lakeside. The Council would wish to ensure that any retail development is subject to appropriate needs assessments, environmental and transport impact of retail impact on adjoining local centres. Moreover, there may be some further justification for development in the Lakeside area which assists in meeting employment targets and improving environmental conditions and infrastructure provision
- 4.32 Response  
It is recommended that
1. Thurrock Council supports the general approach to Policy ETG2 that includes requirements seeking to diversify the role of the economy of Thurrock and also supports development of a long term strategy to remodel the Lakeside basin and provide a high quality sustainable environment containing a mix of uses including retail, leisure and offices.
  2. Thurrock Council strongly object to Policy E6, and the wording of ETG2 that allow for no expansion of net retail floorspace at Lakeside. The Council proposes that the policy be amended to allow for limited retail floorspace to provide for some of the need arising from local population and housing growth. The Thurrock Local Development Document is under preparation and the appropriate process through which to identify detailed issues of levels of retail development and growth in the Lakeside area. Any assessment and policies for retail provision should take account of need, impacts upon other centres, impacts on infrastructure, mitigation, environmental considerations and economic growth.

3. Thurrock Council has provided comments direct to the Thurrock Thames Gateway Development Corporation about the methodology, data and outcomes of the ORC Retail Impact Study for Lakeside.

#### Transport and Infrastructure

- 4.33 In accepting the Panel's rejection of the concept of an infrastructure deficit the Secretary of State is in fundamental conflict with the views of EERA, the Regional Transport Forum and Thurrock Council.

- 4.34 The East of England Plan should provide a strategic framework, integrating land-use and transport and other infrastructure provision at regional and sub-regional levels. The Proposed Changes, by rejecting a link between the phasing of growth and the provision of infrastructure, though the removal of RTS schemes, the phasing policy (IMP1) and the deletion of much of the sub-regional policy framework, would severely undermine the effectiveness of the East of England Plan in achieving this. The Proposed Changes are likely to lead to further delays in implementation and make it less likely the Region will receive the investment required.

- 4.35 There are serious questions about the Secretary of State's proposal for delivery – the regional implementation group; these concerns include democratic accountability, its powers and its ability to ensure the timely provision of the necessary infrastructure

- 4.36 Regional Transport Strategy

It is recommended that:

The Government's proposal that emphasis be placed on tackling the consequences of traffic growth is supported. The Council concurs that the Panel's proposal for an absolute reduction in traffic is unrealistic.

- 4.37 Policy T8 (Management of Local Roads)

It is recommended that:

The Council is concerned to ensure that local authorities are able to give consideration to all the implications of traffic growth in determining how they manage local roads.

- 4.38 Policy T10 (Strategic freight movement) and Policy T11 (Access to ports)

It is recommended that:

The Council supports the Secretary of State's policy amendment given the strategic nature and scale of the ports mentioned in the policy, and would not want to see this diluted by mixing it with all other ports.

- 4.39 Implementation and Phasing Policy

It is recommended that:

Thurrock Council objects to the absence of an implementation and phasing Policy in the RSS Proposed changes and the lack of recognition of current infrastructure deficit. The Council are extremely concerned about the lack of coordination between delivery of housing, jobs and infrastructure in the Proposed Changes. It is considered that without such provision, there will be severe problems through an increasing infrastructure deficit in Thurrock and the rest of the region, unless housing growth and jobs are more closely linked through Plan Monitor and Manage policy.

#### Waste

- 4.40 During the Examination in Public, the Panel requested that EERA prepare further technical guidance on waste tonnages and apportionment of London's waste together with proposed revised waste policies for the East of England Plan. Following limited consultation this technical information was sent to the Secretary of State to assist in consideration of the approach to waste policies in the Proposed Changes. The information included year on year tonnages for Waste Planning authorities in the region for both Municipal Solid Waste and Commercial and Industrial waste. In EERAs technical work on apportionment of London's imported waste Thurrock is identified as receiving 12.8% of London waste during the plan period which is lower than historical levels.
- 4.41 EERA still expresses concern about the reliability of the waste data and that its preference has been for waste policies to be considered as part of a review of the East of England Plan. Thurrock Council has expressed concern that the Commercial and Industrial waste tonnages show Thurrock having 40% split of the total combined Essex Commercial and Industrial waste. This is considered far too high a proportion and not based upon any evidence. This concern was expressed in the guidance sent to the Secretary of State.
- 4.42 The Secretary of State's Proposed Changes to the East of England Plan have revised the waste policies in line with national policy supporting tonnage tables in policies and supporting text (Policies WM2 to WM4) are based upon the EERA evidence. Revised targets in Policy WM2 are for:
- Municipal Waste – recovery of 50% by 2010 and 70% at 2015
- Commercial and Industrial Waste – recovery at 72% at 2010 and 75% by 2015
- To eliminate the landfilling of untreated municipal and commercial waste in the region by 2021.
- Policy WM3 requires the East of England should plan for progressive reduction in imported waste and after 2015 the management of imported waste from London should be restricted to landfill only.
- 4.43 EERA have recently undertaken further assessment of waste apportionment work due to concern expressed about the inclusion of all small aquifers as a weighting factor to define areas that are not suitable for landfill. A new

apportionment testing without small aquifers has been produced, the results of which increase the proportion of London Waste that Thurrock receives from 12.8% to 13.5%. The actual increase is relatively small due to the diminishing amount of London waste over the Plan period. EERA will present this information to the Government as part of the Consultation process

- 4.44 Essex and Thurrock have also been undertaking their own waste studies to inform Local Development Documents. The emerging evidence that is arising in both studies indicates that Thurrock's Commercial and Industrial Waste (as a proportion of the total combined Essex figure) should be around 11% rather than 40% and this will have significant implications for the tonnages set out in the tables in the waste policy in the RSS. EERA have also produced some revised figures that reduce the Thurrock Commercial and Industrial figure to 11% but these are under consideration and it is unclear whether these will become the agreed revised figures that EERA submit to the Government as part of their representations.
- 4.45 The remaining key issue is a concern that the Government are using a base date of 2005/06 for the tonnages in policy, whereas capacity was based upon a 2004/05 figures. Whereas this may not appear significant for the region, it is significant for Thurrock in that high levels of mainly untreated waste that have been landfilled in Thurrock are not accurately reflected in more even phasing over the longer period shown in the revised RSS policies.
- 4.46 It is recommended:
1. The Proposed changes set out waste Tonnages in Policy WM4 as average figures over five year periods and the figures do not agree with the EERA Waste submission (September 2006). It is considered that annual tonnages based upon EERA information should be used with the yearly tonnages set out as an appendix in the RSS.
  2. The Commercial and Industrial arisings tonnage figures for Thurrock are too high and represent a 40% proportion of Essex total that is not based upon any evidence base and appeared in the earlier technical work. A lower figure of 11% for Thurrock has been identified in emerging technical studies for both Thurrock and Essex. Therefore the tonnages figure in policy WM4 is not considered accurate. The Commercial and Industrial tonnage figures for Thurrock should be reassessed in light of information to be made available or an acknowledgment in the RSS that the figures for Thurrock need amendment in light of emerging evidence.
  3. Thurrock Council have set out more accurate Commercial and Industrial tonnages (see attached tables) based on its own study and including two scenarios – first, a no growth and, secondly, a variable scenario. It is understood that EERA propose a no growth scenario which is also Thurrock's supported position but information for a variable growth Scenario is supplied should the Secretary of State adopt an economic growth approach for the whole region.

4. The phasing and annual tonnages of imported waste from London in the RSS do not reflect the high level of mainly untreated waste that Thurrock has received and landfilled mainly from London in the last two years. The base of landfill capacity and tonnages supplied by EERA was 2004/05 but the figures for tonnages using this data start at 2005/06. There is a concern that Thurrock will be required to take more than it should be the case because the data base are not aligned and fails to take account of loss of existing capacity and tonnage that has been filled due to significant landfill in the years 04/05 and 05/06. If the current tonnages in the RSS are retained this would double count tonnage for the same period that has already been landfilled and would result in double counting.
5. Thurrock request that the base dates of tonnage information are aligned or that adjustments are made to tonnage already filled as is the case with housing allocations.

4.47 A draft of this report was considered by the Local Development Framework Group on 19<sup>th</sup> February 2007. The LDF working Group expressed concern about the infrastructure implications of proposed development in the Regional Spatial Strategy.

## **5. IMPACT ON CORPORATE PRIORITIES:**

5.1 The policies and provisions in the Regional Spatial Strategy will have significant implications for service provision as this will become part of the Development Plan influencing Thurrock and the sub-region. Many of the implications and policies of the Regional Spatial Strategy will be developed further in the Council's own Local Development Documents that will take into account other corporate plans and the Sustainable Community Strategy.

## **6. OVERVIEW AND SCRUTINY:**

6.1 This report has not been to Environment Overview and Scrutiny Committee

<p><b>RELEVANT POLICIES</b></p> <p>The East of England Plan will form part of the statutory development plan when adopted and will influence the policies and proposals contained in the emerging Thurrock Local Development Documents.</p>
<p><b>FINANCIAL IMPLICATIONS</b></p> <p>There are no direct financial implications from this report.</p> <p><b>(Prepared by Andrew Hardingham    01375 652412 )</b></p> <p style="text-align: right;"><b>e-mail:ahardingham@Thurrock.gov.uk</b></p>
<p><b>LEGAL IMPLICATIONS</b></p>

The Regional Spatial Strategy is being prepared as a statutory spatial plan under the Planning And compulsory Purchase Act 2004

**(Prepared by Philip Edge**

**01375 652040 )**

**e-mail:pedge@thurrock.gov.uk**

**OTHER IMPLICATIONS**

None.

**BACKGROUND PAPERS**

Draft East of England Plan (2004),  
Panel Report (2006)  
Secretary of State's Proposed Changes  
Supporting Technical documents  
All the above documents are in strategic  
Planning.

**Report Author Contact Details:**

**Name:**

**Telephone:** 01375

**E-mail:**

## APPENDIX 1 – THURROCK RESPONSE TO THE PROPOSED CHANGES TO THE EAST OF ENGLAND PLAN

### Thurrock Commercial and Industrial Waste Arising Tonnages

Thurrock assumed to have 11% of the baseline figure of 1,658,000 from the 2003 SWMA data for Greater Essex

#### Scenario 1 Baseline + No Growth

2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/2021
182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380	182,380

#### Scenario 2 Baseline + Variable Growth

2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/2021
201,038	207,672	208,711	209,754	210,803	211,857	212,916	212,916	212,916	212,916	212,916	212,916	211,852	210,792	209,738	209,738

Sourced from ERM Report THURROCK WASTE CAPACITY AND NEED STUDY 2007