

## Region

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# Joint Waste Technical Paper Summary

## **I Joint Waste Technical Paper Summary**

### **I.1 Introduction and background**

This technical paper has been prepared by the southeast London boroughs' joint waste planning group in order to demonstrate how waste apportionment targets set by the Mayor's London Plan will be met. It supports each borough's local plan and is updated as necessary. This information is accurate as of November 2013 and was updated to support Royal Greenwich's Core Strategy local plan submission.

This group was originally formed of five unitary waste planning authorities working together to identify and meet the sub-regional requirements for waste management facilities. The boroughs involved were the London Boroughs of Bexley, Bromley, Lewisham, Greenwich and Southwark. The group was formally ratified by each borough in July 2007 and each Local Development Scheme amended accordingly. The City of London subsequently joined the group, with Bexley taking responsibility for their waste apportionment. This group is collectively identified throughout this document as the joint waste planning group. Bexley currently acts as Chair.

The southeast London boroughs are committed to the requirements of London Plan Policies 5.16 and 5.17, in line with guidance set out in Planning Policy Statement 10, and undertake to work together as a joint waste planning group to identify sub-regional requirements for waste management facilities. and will develop core strategies and promote sites to manage the non-municipal controlled waste arising within the partner boroughs.

Each borough is at a different stage of the plan making process. This current revision of the joint waste technical paper supports the submission of Royal Greenwich's Core Strategy with Development Management Policies Local Plan. Bexley, Lewisham, Southwark and the City of London have adopted Core Strategy Local Plans in place. Bromley are due to submit their local plan in November 2014.

Royal Greenwich has prepared a Core Strategy with Development Management Policies local plan, while the other boroughs in the joint waste planning group are, along with their core strategies, preparing, if appropriate, additional local plans that will set locations and criteria for managing waste sites and facilities, informed by a waste management strategy, if available.

### **I.2 The European Union Directive**

**I.2.1** The European Union issued a revised directive on 19 November 2008, known as the revised European Waste Framework Directive (Directive 2008/98/EC ). This states that it is important for the European community as a whole to become self-sufficient in waste disposal, and for member states individually to aim at self-sufficiency (chapter 3, article 16, paragraph 2 ).

**1.2.2** In order to achieve this, waste management plans should be drawn up by member states (chapter 5, article 28, paragraph 1). Under Article 16 (chapter 3, paragraph 1) of the Directive, member states are required to take appropriate measures to establish an integrated and adequate network of disposal installations.

### 1.3 National Guidance

**1.3.1** The UK Government has delegated to the regional authorities, including the Mayor of London, the responsibility to prepare plans which identify the amount of land required to establish an integrated and adequate network of disposal installations. This has led to the identification of apportionments of land capacity needed to handle projected waste arisings.

**1.3.2** Government guidelines outlined in *Planning Policy Statement 10: Planning for Sustainable Waste Management* (PPS10) require the Mayor's London Plan to apportion the tonnages of waste to be managed in the region to each Waste Planning Authority (WPA) area, or to groups of Waste Planning Authorities where they have agreed to work jointly (paragraph 9 and annex F).

**1.3.3** PPS10 has placed detailed requirements on local authorities to provide policies and site specific proposals for dealing with an identified amount of waste through their LDFs in DPDs. There is a requirement to allocate sites to support the amount of waste apportioned to each borough for at least a ten-year period (paragraph 17).

**1.3.4** Through their core strategies, the boroughs will set out plans for delivery of facilities to meet the apportionment to 2031.

### 1.4 The London Plan

**1.4.1** As part of its waste planning powers, through the adopted London Plan, (July 2011) the Mayor has required London authorities to set aside land that can be allocated for the treatment of waste (Policy 5.17).

**1.4.2** Through Policy 5.16, section Aa, of the London Plan, the Mayor sets a target for London to “manage as much of London’s waste within London as practicable, working towards managing the equivalent of 100% of London’s waste within London by 2031.” All London boroughs are required to set aside sufficient land within their statutory planning document(s) to manage this waste. Table 5.3 sets out the borough level apportionments for Municipal Solid Waste (MSW) and Construction and Industrial (C&I) waste.

**1.4.3** Policy 5.17, section F states that “boroughs may wish to collaborate by pooling their apportionment requirements.” The last sentence of paragraph 5.80 reads: “Boroughs working collaboratively must demonstrate that their joint apportionment targets will be met, for example, through the preparation of... joint evidence papers or bilateral agreements.”

**1.4.4** This technical paper has been prepared jointly by the London Boroughs of Bexley, Bromley, Greenwich, Lewisham and Southwark (the 'Southeast London Boroughs'). The City of London has subsequently joined the group. Its purpose is to provide sound evidence to support the Core Strategy DPD being prepared by each borough as part of their LDF. It will do this by identifying suitable strategic sites for the management of waste, and by demonstrating that, through the waste capacities from these sites, the southeast London boroughs collectively meet their obligations resulting from the London Plan waste apportionment allocations, set out in Table 5.3.

**1.4.5** Table 5.3 of the London Plan identifies the baseline apportionment figures for the waste to be managed in London by boroughs, and is used as the basis for this technical paper. The waste apportionments have been allocated among London boroughs to ensure that London has sufficient capacity to manage the equivalent of 100% of London's waste within London by 2031. This joint waste technical paper demonstrates how the apportionment targets for this timescale will be met.

**1.4.6** The six boroughs featured within this joint waste technical paper are at different stages in the preparation of their LDFs. Four boroughs' have adopted Core Strategies; one borough's core strategy is due for adoption in 2014 and the other borough local plan is due for adoption in 2015. The two boroughs' yet to adopt their core strategies cover a period up to 2028 and 2030 respectively. By setting out how the six boroughs can meet the apportionment requirements to 2031 ensures that the timescales of the individual borough core strategies will be met.

**1.4.7** Each of the boroughs will prepare core strategies and other development plan documents that set out planning strategies for sustainable waste management appropriate to their area. They will take into account their sustainable community strategies and other relevant strategies of the local authority including waste strategies. In doing so they will also set out appropriate policies for the safeguarding of strategic waste sites in order to be in general conformity with the policies of the adopted London Plan. It is recognised some flexibility is required in core strategies in providing for waste management facilities whilst also demonstrating that proposals are deliverable.

### **1.5 Summary of findings and conclusions**

**1.5.1** The Southeast London boroughs, through the evidence supplied by this technical paper, have identified the land that they intend to designate as safeguarded strategic waste facility sites in their core strategies (and other development plan documents, if needed). The combined annual waste capacity of these safeguarded sites will meet all of the apportionment requirements for the sub-region.

**1.5.2** The spreadsheet setting out individual site capacities is shown at **Appendix A**. Totals are set out for each borough and compared to the combined waste apportionment figures for the southeast London boroughs as set out in the London Plan table 5.3. The summary results show a surplus of waste capacity for each of the five-year periods (see Table 1.1 below).

	2016	2021	2026	2031
Identified capacity of sites set aside for waste that counts towards apportionment	2,299,416	2,308,210	2,317,004	2,326,195
London Plan apportionment	1,579,000	1,771,000	1,975,000	2,189,000
Surplus over London Plan	720,416	537,210	342,004	137,195

**Table 1.1 Southeast London Boroughs' Waste Apportionment Requirements and Identified Capacity**

**1.5.3** The pooled figures set out above exceed the amount needed for the waste apportionment requirements set out in Table 5.3 of the London Plan. This shows that the southeast London boroughs are fully capable, by relying on the safeguarded strategic sites outlined in this technical paper, of playing their part in ensuring that London will become truly self-sufficient in dealing with its waste arisings. .

**1.5.4** A detailed review of each identified strategic waste site is set out at **Appendix B**. This review includes details such as: the size of the site, the types of waste and the type of facility, the licensed and/or actual annual throughput of waste, as well as any future plans for the site. The waste capacities for each site are determined using a methodology agreed between the boroughs and the GLA, and includes:

- The identification, if possible, of actual waste throughputs for each operating facility, in order to determine a capacity that contributes to meeting the waste apportionment requirements;
- The use of a percentage of the facility's licensed capacity in determining the facility's contribution to meeting the waste apportionment requirements;
- For the council owned reuse and recycles centres, the use of actual annual recycling amounts averaged over three years, with an uplift in recycling rates over each five year phase to 60% by 2031;
- Using the Mayor's methodology formula of 80,000 tonnes per annum multiplied by the size of the site (in hectares) as set out in the London Waste Apportionment Study [CDR30], December 2006 (paragraph 4.30), prepared by Jacobs Babbie for the GLA;

**1.5.5** This spreadsheet at Appendix A gives the detailed calculations on how the waste apportionment requirements are met, and shows some different capacities over the course of the monitoring years (2011, 2016, 2021, 2026 and 2031), reflecting the uplift from Council owned civic amenity sites in recycling rates over each five year phase (as per the requirements of London Plan Policy 5.16, section Bc).

**1.5.6** Further work on each Core Strategy DPD may result in more strategic sites for waste management being identified which would further contribute to the capacity listed in this paper. Additionally, there are many sites in each borough that currently are operating as licensed waste facilities. These sites have not been identified in this technical paper as they are not considered *strategic* to the spatial plans for each borough, or for the region.

**1.5.7** The southeast London boroughs are committed to the requirements of the London Plan Policies 5.16 and 5.17, in line with PPS10, and undertake to work together to identify sub-regional requirements for waste management facilities and will develop core strategies and promote sites to manage the non-municipal controlled waste arising within the partner boroughs.



# National Policy Context

## 2 National Policy Context

### 2.1 Waste Strategy for England 2007

**2.1.1** Despite major progress since 2000, England's performance on waste still lags behind many European countries. The Waste Strategy for England 2007 (the 'Strategy') builds on Waste Strategy 2000 and the progress since then but aims for greater ambition by addressing the key challenges for the future through additional steps and by following the waste hierarchy. The government's main objectives as set out in the Waste Strategy are to:

- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
- meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
- increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
- secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
- get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies

**2.1.2** The National Waste Strategy 2007 sets the following waste targets:

- A reduction in the amount of household waste not reused, recycled or composted in 2000 by 29 per cent by 2010 with an aspiration for a 45 per cent reduction by 2020. This is equivalent to a fall of 50 per cent household waste to landfill per person (from 450kg per person in 2000 to 225kg in 2020).
- Recycling and composting of household waste – at least 40% by 2010, 45% by 2015 and 50% by 2020; and
- recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.

**2.1.3** The main elements of the Waste Strategy for England 2007 are to:

- Incentivise efforts to reduce, reuse, recycle waste and recover energy from waste.
- Reform regulation to drive the reduction of waste and diversion from landfill while reducing costs to compliant businesses and the regulator
- Target action on materials, products and sectors with the greatest scope for improving environmental and economic outcomes;
- Stimulate investment in collection, recycling and recovery infrastructure, and markets for recovered materials that will maximise the value of materials and energy recovered; and
- Improve national, regional, and local governance, with a clearer performance and institutional framework to deliver better coordinated action and services on the ground.

**2.1.4** The overall impact should be an annual net reduction in global greenhouse gas emissions from waste management, with a greater focus on waste prevention.

## Planning for waste infrastructure

**2.1.5** It is vital that Local Plans look forward for a sufficient period, fully acknowledging the reduced dependence on landfill, which will be necessary in future, and making adequate provision for all types of infrastructure, with specific suitable sites identified in the plans. Government will work to secure documents with waste content that accord with the expectation in Planning Policy Statement 10: Planning for Sustainable Waste Management.

## Planning Policy Statement 10: Planning for Sustainable Waste Management

**2.1.6** The overall objective of Government policy on waste (paragraph 1) is: “to protect human health and the environment by producing less waste and by using it as a resource wherever possible. Through more sustainable waste management, moving the management of waste up the ‘waste hierarchy’ of reduction, reuse, recycling and composting, using waste as a source of energy, and only disposing as a last resort the Government aims to break the link between economic growth and the environmental impact of waste.”

**2.1.7** Planning Policy Statement 10 (PPS10) sets out the Government’s policy to be taken into account by waste planning authorities and forms part of the national waste management plan for the UK. It requires that a strategy for municipal waste management is produced as a key component of the London Plan (the regional spatial strategy for London) but which also takes account of other spatial planning concerns including transport, economic growth, natural resources, regeneration and sustainable development. The main principles of PPS10 are as follows:

- To deliver sustainable development by driving waste management up the waste hierarchy.
- To enable sufficient and timely provision of waste management facilities to meet the needs of communities.
- To help to implement the objectives of the Waste Strategy for England, and its supporting targets, consistent with meeting obligations imposed by the European legislation.
- To help to secure the recovery and disposal of waste without endangering human health, or harming the environment, and ensuring waste is disposed of as near as possible to its place of production.
- To achieve self-sufficiency in local and regional waste management that is reflective of the types and quantities of waste generated.
- To ensure that the layout and design of new developments support sustainable waste management.

**2.1.8** With regard to local development documents, PPS10 specifically states that:

- Planning authorities should prepare local development documents that reflect their contribution to delivering the London Plan which aims to provide sufficient opportunities to meet the identified needs of their area for waste management for all waste streams (paragraph 4, bullet point 1).
- The relevant Core Strategy should set out a planning strategy for sustainable waste management that enables sufficient opportunities for the provision of waste management

facilities in appropriate locations. It should be supported by land allocations for new or enhanced waste management facilities (paragraph 11).

- The planned provision of new capacity and its spatial distribution should be based on clear policy objectives, robust analysis of available data and information, and an appraisal of options (paragraph 4, bullet point 3).

## 2.2 Planning Policy Statement 10: Planning for Sustainable Waste Management

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## **2.3 Government Review of Waste Policy in England 2011**

**2.3.1** A Government Review of Waste Policy in England was published in June 2011, in which the government states its commitment to a wide ranging review of waste policies.

**2.3.2** The review identifies two principal commitments:

- A more sustainable approach to the use of materials, delivering environmental benefits and supporting economic growth.
- To improve the service to Householders and Businesses while delivering environmental benefits and supporting growth.

**2.3.3** The review contains an Action Plan, with specific actions identified in a five topic areas:

- Responsibility Deals with business
- Preventing waste
- Energy from Waste
- Modernising waste regulation and its enforcement
- Public Sector Leading by example

# Regional Policy Context

## 3 Regional Policy Context

### 3.1 The London Plan (2011)

**3.1.1** The Mayor's London Plan is the strategic planning document for London setting out an integrated social, economic and environmental framework for the future development of London, looking forward 15 – 20 years. It was published in July 2011.

#### General conformity requirement for borough Local Development Documents

**3.1.2** Under section 24 (1) of the Planning and Compulsory Purchase Act 2004, Local Development Documents are required to conform with the spatial development strategy. This means that at the point of adoption, a Local Development Document must be in general conformity with the London Plan, otherwise section 24(1) is infringed.

#### Key waste policies in The London Plan (July 2011)

**3.1.3** To comply with the above, London boroughs must meet the following key points in order to address waste issues:

- Manage as much of London's waste within London as practicable;
- Create positive environmental impacts from waste processing;
- Work towards zero waste to landfill by 2031
- Minimise the level of waste generated;
- Exceed levels of recycling or composting in municipal waste of 45% by 2015, 50% by 2020 and aspiring to achieve 60% by 2031;
- Exceed recycling and reuse levels in commercial and industrial waste of 70% by 2020
- Exceed recycling and reuse levels in construction, excavation and demolition waste of 95% by 2020;
- Identify and allocate new sites in suitable locations;
- Safeguard all existing sites; and
- Meet all criteria in choosing sites, in addition to minimising the environmental impacts on surrounding areas.

**Southeast London Boroughs' waste apportionment targets, in tonnes per annum, of Municipal Solid Waste (MSW) and Commercial and Industrial (C&I) Waste. Figures extracted from Table 5.3. Totals may not add up due to rounding.**

Waste Apportionment Requirements by 2011							
	Bexley	Bromley	Greenwich	Lewisham	Southwark	City of London	Totals
MSW	144,000	77,000	106,000	66,000	77,000	40,000	510,000
C & I	256,000	137,000	188,000	117,000	137,000	60,000	895,000

<b>Waste Apportionment Requirements by 2011</b>							
<b>Total</b>	<b>398,000</b>	<b>213,000</b>	<b>292,000</b>	<b>182,000</b>	<b>213,000</b>	<b>100,000</b>	<b>1,398,000</b>

Table 3.1

<b>Waste Apportionment Requirements by 2016</b>							
	Bexley	Bromley	Greenwich	Lewisham	Southwark	City of London	<b>Totals</b>
MSW	175,000	94,000	128,000	80,000	94,000	41,000	<b>612,000</b>
C & I	279,000	149,000	205,000	128,000	150,000	59,000	<b>970,000</b>
<b>Total</b>	<b>453,000</b>	<b>243,000</b>	<b>333,000</b>	<b>207,000</b>	<b>243,000</b>	<b>100,000</b>	<b>1,579,000</b>

Table 3.2

<b>Waste Apportionment Requirements by 2021</b>							
	Bexley	Bromley	Greenwich	Lewisham	Southwark	City of London	<b>Totals</b>
MSW	208,000	112,000	153,000	95,000	112,000	42,000	<b>722,000</b>
C & I	304,000	163,000	223,000	139,000	163,000	58,000	<b>1,050,000</b>
<b>Total</b>	<b>512,000</b>	<b>274,000</b>	<b>376,000</b>	<b>234,000</b>	<b>275,000</b>	<b>100,000</b>	<b>1,771,000</b>

Table 3.3

<b>Waste Apportionment Requirements by 2026</b>							
	Bexley	Bromley	Greenwich	Lewisham	Southwark	City of London	<b>Totals</b>
MSW	243,000	131,000	179,000	111,000	131,000	43,000	<b>838,000</b>
C & I	331,000	177,000	243,000	151,000	177,000	57,000	<b>1,136,000</b>
<b>Total</b>	<b>574,000</b>	<b>308,000</b>	<b>422,000</b>	<b>263,000</b>	<b>308,000</b>	<b>100,000</b>	<b>1,975,000</b>

Table 3.4



Waste Apportionment Requirements by 2031							
	Bexley	Bromley	Greenwich	Lewisham	Southwark	City of London	Totals
MSW	279,000	150,000	205,000	128,000	150,000	43,000	<b>955,000</b>
C & I	361,000	193,000	265,000	165,000	193,000	57,000	<b>1,234,000</b>
<b>Total</b>	<b>640,000</b>	<b>343,000</b>	<b>470,000</b>	<b>293,000</b>	<b>343,000</b>	<b>100,000</b>	<b>2,189,000</b>

Table 3.5

Policy	The London Plan 2011
5.16	<p>Strategic</p> <ul style="list-style-type: none"> <li>• Manage as much of London's waste within London as is practicable</li> <li>• Create positive environmental impacts from waste processing</li> <li>• Work towards zero waste to landfill by 2031</li> </ul> <p>This will be achieved by</p> <ul style="list-style-type: none"> <li>• Minimising waste</li> <li>• Encouraging the re-use of and reduction in use of materials</li> <li>• Exceeding recycling / composting levels in MSW of 45% by 2015, 50% by 2020 and aspiring to achieve 60% by 2031.</li> <li>• Exceeding recycling / composting levels in commercial and industrial waste of 70% by 2020</li> <li>• Exceeding recycling and reuse levels in construction, excavation and demolition waste of 95% by 2020</li> <li>• Improving London's net self sufficiency through reducing the proportion of waste exported from the capital over time</li> <li>• Working with neighbouring regional and district authorities to coordinate strategic waste management across the greater Southeast</li> </ul>
5.17	<p>Strategic</p> <ul style="list-style-type: none"> <li>• The Mayor will work with London Boroughs and waste authorities to identify opportunities for introducing new waste capacity including strategically important sites for waste management and treatment, and resource recovery parks / consolidation centres, where recycling, recovery and manufacturing activities can co-locate</li> </ul> <p>Planning Decisions</p>

Policy	The London Plan 2011
	<ul style="list-style-type: none"> <li>• Proposals for waste management should be evaluated against ten different criteria</li> <li>• Opportunities should be taken to provide combined heat and power and combined cooling heat and power</li> <li>• Developments adjacent to waste management sites should be designed to minimise the potential for disturbance and conflicts with use</li> <li>• Suitable waste and recycling storage facilities area required in all new developments</li> </ul> <p>Local Development Framework Preparation</p> <ul style="list-style-type: none"> <li>• Boroughs must allocate sufficient land and identify waste management facilities to provide capacity to manage the tonnages of waste apportioned</li> <li>• land to manage borough waste apportionments should be brought forward through four different actions</li> <li>• if for any reason an existing waste management site is lost to non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved</li> </ul>
5.18	<p>Planning Decisions</p> <ul style="list-style-type: none"> <li>• New construction, excavation and demolition waste management facilities should be encouraged and supported at existing waste sites</li> <li>• waste should be removed from construction sites and materials brought to the site, by water or rail transport wherever that is practicable</li> </ul> <p>Local Development Framework Preparation</p> <ul style="list-style-type: none"> <li>• local development frameworks should require developers to produce site waste management plans to arrange for the efficient handling of construction, excavation &amp; demolition waste and materials</li> </ul>
5.19	<p>Strategic</p> <ul style="list-style-type: none"> <li>• the Mayor will work in partnership to identify the capacity gap for dealing with hazardous waste and to provide and maintain direction on the need for hazardous waste management capacity</li> </ul> <p>Local Development Framework Preparation</p> <ul style="list-style-type: none"> <li>• Local Development Frameworks should make provision for hazardous waste treatment plan to achieve the necessary waste management requirements; identify suitable sites for storage, treatment and reprocessing of certain hazardous waste streams and identify sites for temporary storage, treatment</li> </ul>

Policy The London Plan 2011	
	and remediation of contaminated soils and demolition waste during major redevelopment.

**Table 3.6 London Plan waste policies**

### 3.2 The Mayor's Municipal Waste Management Strategy

**3.2.1** As part of his duties under the GLA Act 1999 (the Act), the Mayor has prepared and published in September 2003 a Municipal Waste Management Strategy, containing the policies and proposals for the recovery, treatment and disposal of municipal waste. The strategy includes targets appropriate for its implementation, which are not less demanding than the national targets. The strategy is currently being updated by the draft replacement Municipal Waste Management Strategy which is currently out for consultation. The adopted strategy requires the following from boroughs' planning policies:

- Plans should identify existing waste management sites with capacity for the future and, where practicable, new or extended sites, sufficient to make adequate provision of waste management facilities for the future. Where specific locations are not identified, Waste Planning Authorities (WPAs) should indicate either 'areas of search' or identify comprehensive criteria against which applications for the development of waste management facilities could be considered.
- WPAs should include policies that require consideration of all the options for managing waste generated, including waste arisings from new major development proposals and demonstrate that the preferred policies are consistent with Best Practicable Environmental Option.
- WPAs should plan for a provision of waste management facilities that is consistent with forecasts of local and regional requirements, including the proximity principle and regional self-sufficiency. They should not seek to prohibit the development of particular types of waste facility unless they are confident that adequate alternative facilities will be available in their area.

### 3.3 The Mayor's Municipal Waste Management Strategy 2011

#### 3.3.1 The Mayor's Municipal Waste Management Strategy

**3.3.2** As part of his duties under the GLA Act 1999 (the Act), the Mayor prepared and published a Municipal Waste Management Strategy in September 2003 and updated it in November 2011, containing the policies and proposals for the recovery, treatment and disposal of municipal waste. The strategy includes targets appropriate for its implementation, which are not less demanding than the national targets.

**3.3.3** The Mayor's Waste Strategy will provide new and revised policies and proposals to achieve the Mayor's vision for waste. This is part of his two pronged approach to managing London's waste. He has proposed a Business Waste Strategy (BWS) for London's commercial and industrial waste, and construction, demolition and excavation waste.

**3.3.4** The Mayor's vision is that London will become a world leader in municipal waste management. The Municipal Waste Management Strategy 2011 sets following objectives and targets aim to support this vision:

### Objectives

- Provide Londoners with the knowledge, infrastructure and incentives to change the way they manage municipal waste: to reduce the amount of waste generated, encourage the reuse of items that are currently thrown away, and to recycle or compost as much material as possible.
- Minimise the impact of municipal waste management on our environment and reduce the carbon footprint of London's municipal waste.
- Unlock the massive economic value of London's municipal waste through increased levels of reuse, recycling, composting and the generation of low carbon energy from waste.
- Manage the bulk of London's municipal waste within London's boundary, through investment in new waste infrastructure.

### Targets

The Mayor's key targets for the management of London's municipal waste are as follows:

- To achieve zero municipal waste direct to landfill by 2025.
- To reduce the amount of household waste produced from 970kg per household in 2009/10 to 790kg per household by 2031.
- This is equivalent to a 20 per cent reduction per household.
- To increase London's capacity to reuse or repair municipal waste from approximately 6,000 tonnes a year in 2008 to 20,000 tonnes a year in 2015 and 30,000 tonnes a year in 2031.
- To recycle or compost at least 45 per cent of municipal waste by 2015, 50 per cent by 2020 and 60 per cent by 2031.
- To cut London's greenhouse gas emissions through the management of London's municipal waste, achieving annual greenhouse gas emissions savings of approximately

545,000 tonnes of CO<sub>2</sub> eq in 2015

770,000 tonnes of CO<sub>2</sub> eq in 2020

One million tonnes of CO<sub>2</sub> eq in 2031

- To generate as much energy as practicable from London's organic and non-recycled waste in a way that is no more polluting in carbon terms than the energy source it is replacing. This is estimated to be possible for about 40 per cent of London's municipal waste after recycling or composting targets are achieved by 2031.

# Local Policy Context

## 4 Local Policy Context

Borough	Bexley	Bromley	Greenwich	City of London	Lewisham	Southwark
Current Development Plan	<p>Bexley Core Strategy (2012) – includes strategic waste policy</p> <p>Saved UDP policies (2012)</p> <p>London Plan</p>	Saved UDP Policies (adopted 2006) London Plan.	<p>Saved UDP Policies (adopted 2006)</p> <p>London Plan.</p>	<p>Core Strategy (adopted 2011)</p> <p>London Plan</p>	<p>Core Strategy (June 2011)</p> <p>Saved UDP Policies London Plan</p>	<p>Saved UDP Policies (adopted 2007).</p> <p>London Plan.</p> <p>Core Strategy (adopted 2011)</p>
Future plans for waste. (Name of DPD with date for adoption)	<p>Detailed policies and sites local plan (Feb 2016) – will include detailed and site specific waste policies</p>	Local Plan (late 2014)	<p>Core Strategy with Development Management Policies (Spring 2014)</p> <p>Site Specific Allocations (2015)</p>	Core Strategy 2011	<p>Core Strategy (June 2011)</p>	New Southwark Plan (Nov 2017)
Municipal Waste Management Strategy	<p>Waste Management Strategy for Bexley 2009 – 2014 (adopted 2009)</p>	Draft Waste Management Strategy and Draft Waste Minimisation Plan	Draft Waste Management Strategy to be published 2014	<p>Waste Management Strategy (adopted 2008).</p> <p>Revised Waste Strategy</p>	Draft Waste Management Strategy	Waste Management Strategy 2003-2021.

Borough	Bexley	Bromley	Greenwich	City of London	Lewisham	Southwark
				to be published 2013		

Table 4.1 Planning for Waste overview

## 4.1 LB Greenwich

### 4.1.1 Current Development Plan

**4.1.1.1** The London Borough of Greenwich adopted a replacement Unitary Development Plan in July 2006. In July 2009, the Secretary of State issued a direction to save relevant policies until replaced through the adopted LDF.

**4.1.1.2** Waste is addressed in Chapter 5 of the Unitary Development Plan ‘Environmental Protection’. The waste policies, set out below, have been saved:

- **Policy EI4** establishes Waste Hierarchy principles. It states that the ‘proximity principle’ and Best Practicable Environmental Option will be applied when considering applications for waste management facilities and that movement of waste by rail and river will be encouraged.
- **Policy EI5** encourages on site provision for the reduction of waste and the separation of recyclable materials when considering major commercial, industrial and residential applications.

**4.1.1.3** The Unitary Development Plan does not specifically safeguard existing waste facilities sites. It does, however, list current sites; namely the Council’s existing Civic Amenity Site and Waste Transfer Station and Materials Recycling Facility and a planned re-use and recycling centre which will enable the processing and re-use of discarded electrical goods and furniture (paragraph 5.43). The re-use and recycling centre is ready for occupation once an operator has been found.

**4.1.1.4** The Unitary Development Plan also states that the Council are investigating the possibility of developing an Anaerobic Digestion facility which will enable a greater proportion of green and kitchen waste to be processed (paragraph 5.39). The Council commenced its weekly householder green and kitchen waste collections in January 2008. The intended AD facility will have a minimum capacity of 25,000 per annum (for Greenwich waste only) which may be scaled up to 46,000 tonnes per annum to enable the treatment of similar waste from other Boroughs and / or the commercial sector.



#### **4.1.2 Future Plans for Waste**

**4.1.2.1** Under the provisions of the Planning & Compulsory Purchase Act 2004, these sites will be formally safeguarded in the Core Strategy. The Core Strategy and Development Management Policies was submitted to the Secretary of State in September 2013, with the Examination in Public in December 2013 and expected adoption in Spring 2014. The Site Specific Allocations Plan is scheduled for adoption in 2015.

**4.1.2.2** This document includes the following policy and support text:

### Policy IM2 Waste Apportionment

The Council will contribute to the sustainable management of waste in Greenwich by working with the other south east London Boroughs, pooling the Boroughs’ waste allocations and identifying sites within the sub-region that will meet the combined London Plan waste apportionment figure.

All existing waste transfer and management sites will be safeguarded for waste management use, unless appropriate compensatory provision is made in appropriate locations.

**Support**

*In line with its London-wide strategy for waste, the London Plan requires every Local Authority to manage as much as possible of its future waste locally, with the objective of London becoming self-sufficient by 2031.*

*Table 5.3 of the London Plan apportions waste to be managed in each Borough; where MSW is Municipal Solid Waste and C & I is Commercial and Industrial Waste. The waste apportioned to Greenwich is (thousand tonnes per annum):*

2011			2016			2021			2026			2031	
MSW	C&I	TOTAL	MSW	C&I	TOTAL	MSW	C&I	TOTAL	MSW	C&I	TOTAL	MSW	C&I
106	188	292	128	205	333	153	223	376	179	243	422	205	260

**Table 4.2 Greenwich Waste Apportionment - Table 5.3 of the London Plan**

*The five South-East London Borough's are working together to meet their sub-regional requirements for waste management facilities. The Joint Waste Apportionment Technical Paper shows that there are already enough existing waste sites in the sub-region to meet the waste capacity apportionment in the London Plan. The four main waste sites that the Borough relies on to meet its target are*

- *Waste Management and Recycling Facility, Nathan Way, Thamesmead;*
- *Civic Amenity Site / Waste Transfer Station, Nathan Way, Thamesmead; and*
- *Days Aggregates, Lombard Walk, Charlton.*
- *Murphys Waste Ltd, Horn Link Way, Greenwich*

*This does not preclude sites coming forward for waste use in the future. Any future proposals will be evaluated against the criteria in London Plan Policy 5.17B. The Council now runs a weekly kitchen / garden waste collection service and is actively seeking a site within a Defined Industrial Area for an anaerobic digestion facility to handle this waste within the Borough.*

*The Council will continue to seek to reduce waste arisings. Where this is not possible, the Council will follow an approach based on the waste hierarchy; encouraging re-use, then recycling and composting before energy recovery and disposal; providing support with appropriate infrastructure. See Policy DHI for guidance regarding provision for waste within developments.*

### 4.1.3 Municipal Waste Management Strategy

**4.1.3.1** As a Unitary Waste Authority, the Council is preparing a Municipal Waste Management Strategy, to be published in 2014.

**4.1.3.2** The Waste Management Strategy will embrace current national Government requirements while reflecting local priorities.

## 4.2 LB Bexley

### 4.2.1 Current Development Plan

#### Core Strategy

**4.2.1.1** The Bexley Core Strategy local plan was found sound through independent examination and subsequently adopted by the Council in February 2012. The key objective of this document, set out on page 11, is:

“To promote development that assists regeneration and renewal within the borough and enhances the quality of life of all Bexley residents, and encourage development that promotes social inclusion, addresses local social and economic needs and provides a better environment.”

**4.2.1.2** The document also includes 15 specific objectives. Five of these are quite relevant, and one in particular, which states:

“4. minimise waste generated in the borough through increasing re-use and recycling, recover and dispose of waste without endangering human health or harming the environment, and ensure waste is disposed of as near as possible to its place of production.”

**4.2.1.3** The Bexley Core Strategy contains 21 policies, and of particular relevance are

- CS01 achieving sustainable development
- CS03 Belvedere geographic region
- CS04 Erith geographic region
- CS06 Sidcup geographic region
- CS08 adapting to and mitigating the effects of climate change, including flood risk management
- CS09 using Bexley’s resources sustainably
- CS12 Bexley’s future economic contribution
- CS13 access to jobs

- CS15 achieving an integrated and sustainable transport system
- CS20 sustainable waste management and
- CS21 supporting community infrastructure and services

**4.2.1.4** CS20 is the most relevant, and is set out below:

#### **Policy CS20 Sustainable waste management**

In support of the objectives of sustainable waste management and its contribution to sustainable communities, the Council will ensure that land resources are available to implement European and government policy and directives on waste by:

- a. meeting its waste apportionments and other requirements, such as the Mayor’s recycling or composting targets, including collaboration with the other London boroughs as appropriate;
- b. supporting regionally significant waste management infrastructure, including the Crossness Sewage Treatment Works;
- c. identifying and safeguarding future sites suitable for waste management uses; and
- d. setting out criteria for development of new waste management facilities.

In new development, the Council will ensure that waste is managed in ways that protect human health and the environment and will follow the principles of the waste hierarchy as set out in the Waste Management Strategy for Bexley. Where opportunities arise, this principle will also be applied to existing development. Targets have been set, in line with national and regional guidance, and local circumstances, and these will be reviewed as appropriate.

**4.2.1.5** Core Strategy supporting paragraph 4.11.5 states that: “this policy, in conjunction with policies set out in future policy documents, such as a development plan document that deals with detailed sites and policies, seeks to achieve the spatial waste objectives set out in the London Plan, the Mayor’s Municipal Waste Management Strategy, and in the Waste Management Strategy for Bexley.”

**4.2.1.6** This joint waste technical paper is referenced in the Core Strategy in paragraphs 4.11.7 and 4.11.8, as evidence that existing waste facilities and sites in the borough meet the London Plan waste capacity allocation for Bexley and the Mayor’s recycling or composting targets. The Council’s approach to joint working to pool surplus capacity is also set out in these paragraphs.

**4.2.1.7** Appended to the Bexley Core Strategy is an infrastructure delivery plan (IDP), and waste recycling provision, and safeguarding and identifying suitable sites for management is an identified scheme set out in the IDP.

## Unitary Development Plan (UDP) – saved policies (2012 addendum)

**4.2.1.8** Under the provisions of the Planning and Compulsory Purchase Act 2004, many of the Council’s UDP policies continue to direct local planning policy in the borough, having been saved until their replacement by policies set out in local plans, through a Direction by the Secretary of State.

**4.2.1.9** However, almost all of the UDP policies relating to waste have been allowed to expire by the Direction or have been superseded by the Bexley Core Strategy. UDP policies that have been saved, which pertain to development of waste facilities, are as follows:

- **Policy E1** sets out criteria for proposals for development for industrial and commercial uses, including waste;
- **Policy E3** sets out the borough’s Primary Employment Areas in accordance with Policy G14; and
- **Policies ENV39 – ENV41** provide additional environmental criteria to ensure that proposals for new development will not have any adverse effects on the surrounding built and natural environment.

## The Crayford Strategy and Action Plan (July 2005)

**4.2.1.10** This interim planning document provides the development proposals and projects that will promote the environmental, cultural and economic improvements to regenerate Crayford. As part of the implementation of the Crayford Strategy and Action Plan, a Residential Design Code and a Design and Identity Guide have also been published.

**4.2.1.11** There are no relevant sections that address waste at a strategic level. There are no existing safeguarded waste sites, and no plans for new strategic waste facilities in this part of the borough. Detailed and site specific waste policies will be addressed in the Bexley detailed policies and sites local plan (see section on future plans for waste, below).

## The London Plan (July 2011) with published revised early minor alterations (11 October 2013)

**4.2.1.12** The London Plan forms part of Bexley’s development plan, and relevant policies and paragraphs are set out in Chapter 3 of this joint waste technical paper.

### 4.2.2 Future Plans for Waste

#### Bexley detailed policies and sites local plan

**4.2.2.1** The Council is currently preparing a detailed policies and sites local plan that will sit alongside the Bexley Core Strategy. This local plan will include development management policies that will be used when considering applications for new waste management facilities in the borough.

**4.2.2.2** There has been recent public consultation on a preferred approaches paper for this local plan, and the proposed submission document is in production. The methodology for assessing the strategic sites in the borough that have been safeguarded in this technical paper was set out in the preferred approaches paper. Future sites for waste facilities will also be assessed against the same methodology.

**4.2.2.3** In addition, there are detailed policies for managing waste in new residential and commercial developments, and for the management of construction, excavation and demolition waste.

### **4.2.3 Municipal Waste Management Strategy**

Bexley is a Waste Disposal Authority and has responsibilities for its own contracts in the collection and disposal of waste. Bexley has an adopted Municipal Waste Management Strategy (2009 – 2014).

In order to meet declared policies and objectives and to address the demands made by statutory and other drivers, the Council is committed to:

- **Reduce waste growth:** Raise awareness of waste issues and the importance of waste reduction in order to slow the future growth in waste arisings.
- **Sustainable waste management:** By using the waste hierarchy as a sensible framework ensure that all waste arisings in Bexley's area are dealt with in the best practicable and environmentally friendly way to continue Bexley's reputation for being a green borough.
- **Divert waste from landfill:** Aim to meet biodegradable waste diversion targets, with the aim of minimising the purchase of landfill allowances, by focusing on increasing recycling and composting and introducing new treatment technologies.
- **Meet recycling targets:** Increase as far as is practicably possible and economically viable the amount of waste that is recycled and composted in Bexley to maintain our historical high level of recycling and work towards achieving and exceeding the statutory performance standards and the targets set out in the Mayor's Municipal Waste Management Strategy (November 2011).
- **Deliver Best Value:** Develop integrated and complementary collection methods so as to maximise the economies of scale and maintain a high service standard to the public.
- **Flexibility:** Bexley will make sure that it is ready to respond to change in regulatory and relevant market conditions and emerging technologies.
- **Improve inclusion:** Engaging with the general public, local businesses and community organisations so as to ensure that objectives described above can be achieved.

This strategy identifies how London Borough of Bexley will meet the aims of the new national waste strategy through an integrated set of policies, plans and a flexible mix of solutions. For the first time it covers policies for reducing waste arisings and encouraging the reuse of items. The policies for residual waste will enable Bexley to meet statutory landfill targets and thereby avoid significant financial penalties under the Landfill Allowance Trading Scheme.

A key challenge for London Borough of Bexley is to find a solution for treating residual waste once all reduce, reuse and recycling options have been exhausted. The southeast region has a number of different kinds of waste treatment facilities available. In the development of this waste strategy a Strategic Environmental Assessment (SEA) has assessed the environmental, economic and social impacts of these facilities. As a result of this assessment the London Borough of Bexley's preferred strategy is as follows:

- Slow, stabilise and reverse the rate of growth of municipal waste
- Achieve 50% recycling rate
- Minimise the amount of waste sent to landfill using available technologies which are easily accessible to Bexley, at the best possible price and causing the least amount of harm to the environment.

## 4.3 City of London

### 4.3.1 Current Development Plan

#### Core Strategy

**4.3.1.1** The City of London Core Strategy was adopted in September 2011 and includes the City's strategic policy approach to waste minimization, the waste hierarchy, waste management and sustainable waste transport. Policy CS 17 also safeguards Walbrook Wharf as a waste handling site.

### **Policy CS17 Waste**

*To support City businesses, residents and visitors in making sustainable choices regarding the minimisation, transport and management of their waste, capitalising on the City's riverside location for sustainable waste transfer and eliminating reliance on landfill for municipal solid waste (MSW) by:*

*Enabling waste minimization and adherence to the waste hierarchy:*

- *requiring the provision of facilities for waste segregation, handling and management within new developments;*
- *increasing the proportion of municipal solid waste recycled to at least 45% by 2015 in line with the City of London Municipal Waste Management Strategy;*
- *promoting improved waste management choices for businesses and residents.*

*Enabling waste to be managed at the nearest available suitable location:*

- *identifying waste management capacity in the City, or elsewhere in London, to meet the City's London Plan waste apportionment target, including through partnership working with the London Borough of Bexley.*
- *safeguarding Walbrook Wharf as a waste handling site and investigating the potential for waste management, alongside its waste transfer function*

*Enabling the sustainable transport of materials including waste and recyclables by river:*

- *safeguarding Walbrook Wharf as a wharf suitable for river transport of materials including waste;*
- *exploring the potential for further use of waterways for the transport of waste and construction materials, subject, where appropriate, to the potential impact on Natura 2000 sites.*

**4.3.1.2** This is supported by Policy CS9 (4) "Thames and the Riverside" which promotes the functional uses of the River Thames and its environs including through retention of Walbrook Wharf.

**4.3.1.3** The City Corporation is updating policy CS 17 and drafting associated development Management Policies to form the City's Local Plan. Consultation on the publication version of the draft Local Plan is scheduled for early 2014. The updated Core Strategy policy will include reference to the Duty to Co-operate with other waste planning authorities to ensure that appropriate facilities are available to manage waste generated in the City.

**4.3.1.4** The Development Management section will include the following detailed policies:

- DM 17.1 Provision for waste in development schemes
- DM 17.2 Designing out construction waste



- DM 17.3 New waste management sites
- DM 17.4 Development affecting waste management sites

### 4.3.2 Future Plans for Waste

**4.3.2.1** The City of London Core Strategy Policy CS17 (2)(i) identifies the London Borough of Bexley as the City's partner borough for waste planning to meet the London Plan waste apportionment. LB Bexley's Core Strategy includes provision for working with other London boroughs to make the most efficient use of any surplus capacity after the London Plan apportionments have been applied.

**4.3.2.2** The London Plan (and its draft replacement) sets a waste apportionment of 100,000 tonnes for the City of London. Evidence shows that, with current technology and economic considerations, there is no viable waste management capacity within the City's boundary. The LB Bexley has therefore entered into an agreement with the City of London Corporation to use a proportion of Bexley's surplus waste management capacity to ensure that the City of London's waste apportionment requirements can be met. This builds on the sustainable transport links via the River Thames from the City's waste transfer station at Walbrook Wharf to the Riverside Resource Recovery energy from waste facility in LB Bexley.

### 4.3.3 Municipal Waste Management Strategy

**4.3.3.1** The City of London is a Waste Disposal Authority and has responsibilities for the collection and management of municipal waste arising in the City.

**4.3.3.2** The Municipal Waste Management Strategy (MWMS) for the City of London (2008 to 2020) was adopted in April 2008 and is currently under review. This strategy promotes a series of objectives supporting the movement of waste up the waste hierarchy taking account of the cost and carbon implications of alternative options. The strategy commits the City to:

- **Reducing waste arisings** – aiming to reduce the rate of growth in waste generated per household to 0% by 2015 through publicity/education campaigns and promotion of the City's recycling services.
- **Increasing waste recycling** – Aiming to increase recycling rates for household waste to 50% by 2020 in line with the national waste strategy, and recycle a minimum of 45% of Municipal Solid Waste, which includes commercial and street cleansing waste, by 2015. These targets take account of the un-typical nature of the City's waste where the majority (90%) of municipal waste comes from commercial rather than domestic premises.

- **Recovering energy from residual waste** - The MWMS identifies the Riverside energy from waste plant as the preferred option for management of the City's residual waste. This makes use of the sustainable river based transport route from the City's waste transfer station at Walbrook Wharf.
- **Only landfilling where necessary** - The use of landfill for the City's Municipal Waste will cease when the Riverside energy from waste facility is fully operational.

**4.3.3.3** The 2008 strategy has been reviewed and approved for adoption by Members. Revised City of London Waste Strategy will be published late in 2013

## **4.4 LB Bromley**

### **4.4.1 Current Development Plan**

**4.4.1.1** The London Borough of Bromley adopted a revised Unitary Development Plan in July 2006. In July 2009, the Secretary of State issued a direction to save relevant policies until replaced through the adopted Local Development Framework. Following further national changes to the local planning process, Bromley began developing a Core Strategy and is now preparing a Local Plan. The adopted Unitary Development Plan approach to waste is set out below.

**4.4.1.2** The Unitary Development Plan (Chapter 14: Environmental Resources, Objective 1) seeks to minimise waste generation, encourage greater reuse of materials and recycling of waste, and ensure that waste management facilities are environmentally acceptable.

**4.4.1.3** Policy ER2 sets out the criteria for assessing subsequent planning applications for such facilities.

**4.4.1.4** The Unitary Development Plan does not specifically safeguard existing waste facilities sites, but lists options to meet identified targets, including the replacement of an existing site, a new civic amenity site and sites for other types of waste management facility (paragraph 14.8).

### **4.4.2 Future Plans for Waste**

**4.4.2.1** Under the provisions of the Planning & Compulsory Purchase Act 2004, these matters will be addressed through the preparation of a Local Plan. Two periods of consultation have already been undertaken on general issues and preferred options. Bromley's suggested approach is to continue to reduce the amount of waste going to landfill by minimising waste and increasing recycling whilst protecting its existing strategic waste sites identified in this document. Bromley is committed to meeting its apportionment targets in the London Plan through its partnership with the other South East London boroughs

### 4.4.3 Municipal Waste Management Strategy

**4.4.3.1** As a Unitary Waste Authority, the Council is also reviewing and preparing a Municipal Waste Management Strategy and a Waste Minimisation Plan. Both documents were published in draft in 2006.

**4.4.3.2** “The Waste Minimisation Plan acknowledges that Bromley is a high waste producer and aims to reduce waste arisings per head through the following initiatives:

- Home Composting & Digestion
- Home Reduction & Reuse
- Community Reduction & Reuse
- Product & Service Approaches

**4.4.3.3** The aim is to reduce its waste arisings to consistently below the London average and ultimately to send no primary waste to landfill. The short term aims are to reduce our waste per head (BVPI 84a) as set out in the Council’s Performance Plan, ‘*Building a Better Bromley*’:

- 2006/07 <525kg/head
- 2007/08 <536kg/head
- 2008/09 <540kg/head

**4.4.3.4** The challenge is more difficult than the recycling challenge as there are no simple service changes (other than restricting the size of residual waste containers) and waste minimisation is largely dependent on changing public attitudes and behaviour.

**4.4.3.5** In setting the waste minimisation objectives, account has been taken of Bromley’s priorities as set out in *Building a Better Bromley* and the recommendations of the Audit Commission’s inspection of waste service in 2003. The objectives have also drawn on the work of the Waste Minimisation Officer Group, which comprised officers from all seven of the Council’s portfolio areas and the Environment PDS working group which was made up of both local councillors and waste management officers.

**4.4.3.6** The waste minimisation aims should contribute to:

- reducing the cost of waste disposal and limiting the financial risks presented by landfill tax
- protecting human health and the environment, both for the short term and in the longer term to seek to meet the needs of future generations
- delivering ‘excellent’ services, including achieving and even exceeding our statutory recycling (waste minimisation generally increases recycling rates without having to increase recycle tonnages) and diversion targets.

**4.4.3.7** Once 100% recycling participation has been achieved, the only way to increase recycling rates will be to reduce residual (e.g. dustbin) waste.

**4.4.3.8** The Council's draft Waste Management Strategy's overarching objective is to manage waste in accordance with the waste hierarchy, seeking to reduce the amount of waste produced first and breaking the link between economic growth and the amount of waste produced. The Management Strategy comprises three parts:

- **2006-2008 action plan ('Recycling for All')** Actions will include a targeted waste minimisation campaign and promotion of waste reduction and reuse. Bromley's Home Composting and Real Nappy Campaigns will continue to be supported
- **2008-2016 development plan ('New Collection System')** The original option of the introduction of appropriately sized wheeled bins for residual waste evolved in the face of evidence. The revised policy was to introduce a weekly collection service for food waste and paper, whilst reducing the frequency of the residual waste collection service to every other week. This was introduced to street-level properties in 2010 and multi-occupancy dwellings in 2011. This policy has increased the household recycling rate to 50% and has contributed to reduced waste arisings
- **Post-2016 option plan ('Towards Zero Waste to Landfill')** The aim of this post-2016 plan is to progressively move waste up through the waste hierarchy. The Council will use all appropriate means to engage with customers (both public and commercial) to ensure they understand the importance of, and assist in, actively minimising the amount of waste produced in the borough. It will be the aim to ensure that waste tonnages will only ever fall, and the same prominence will be afforded to reuse initiatives that are currently afford to recycling. Ultimately Bromley will aspire to send no primary waste directly to landfill by 2016.

## 4.5 LB Lewisham

### 4.5.1 Current Development Plan

#### **Core Strategy Waste Policies**

**4.5.1.1** The waste strategy, including implementation of the waste hierarchy of 'reduce, reuse and recycle', proposals to safeguard necessary waste facilities, and proposals to meet the waste apportionment found in the London Plan is currently set out in the Council's adopted Core Strategy (June 2011), supplemented by the Site Allocations Development Plan Document (June 2013).

**4.5.1.2** The Core Strategy includes the following objective and policies:

#### **Core Strategy Objective 8: Waste management**

Deliver sustainable waste management by implementing the waste hierarchy of prevent, reuse, compost and recycle, and safeguarding sites within the Surrey Canal Strategic Industrial Location to meet Lewisham's waste apportionment of 323,000 tonnes by 2020.

**Core Strategy Policy 3: Strategic Industrial Locations and Local Employment Locations**

1. The Council will protect the Strategic Industrial Locations (SILs) for uses within the B Use Class (B1c, B8 and where appropriate B2 industry), and also appropriate sui generis uses, to provide land for activities that support the continued functioning of London as a whole such as waste management, transport and utilities, and uses that require 24-hour functioning.
2. The Council will protect the Local Employment Locations (LELs) for a range of uses within the B Use Class (B1, B8 and where appropriate B2 industry) and also appropriate sui generis uses, to support the functioning of the local economy.

**Core Strategy Policy 13: Addressing Lewisham's waste management requirements**

1. The Council will support the objectives of sustainable waste management and promote the waste hierarchy of prevention, reuse, recycle, energy recovery and disposal through a partnership approach. This will enable the borough to meet and exceed targets for municipal, industrial and construction waste and recycling.
2. The borough will meet the current London Plan waste apportionment figure of 323,000 tonnes by 2020, by safeguarding three existing waste sites at Landmann Way (SELCHP; Hinkcroft and LBL Recycling Centre).
3. The Council will require all new major developments of at least 1,000 square metres or 10 dwellings to:
  - a. submit and implement a site waste management plan (SWMP), as per the requirements of the London Plan to minimise the disposal of wastes to landfill, by reducing waste of materials on site and promoting reuse, segregation, recycling and composting of wastes that arise.
  - b. design in a manner to incorporate the existing and future long-term needs of waste management and disposal
  - c. achieve recycling and reuse levels in construction, excavation and demolition waste of 95% by 2020 according to the requirements of the London Plan.

To support recycling, the Council will require integrated, well-designed recycling facilities to be incorporated into all new development, *Paragraph 7.127 reads:*

**4.5.1.3** "Core Strategy Policy 13 refers to figures in the 2008 London Plan, which has now been superseded by the 2011 London Plan. The waste apportionment figures in the 2011 London Plan are significantly lower than those in the 2008 Plan. The 2021 waste apportionment for Lewisham is now 234 thousand tonnes per annum, compared to the 323 thousand tonnes per annum previously identified for 2020. Therefore the adopted Core Strategy provides waste capacity beyond the requirements of the adopted London Plan 2011."

## **Site Allocations Safeguarded Waste Sites**

**4.5.1.4** The Site Allocations Local Plan was adopted in June 2013. The plan contains three safeguarded waste sites, all of which are contained within the Surrey Canal Strategic Industrial Location:

- South East London Combined Heat and Power (SELCHP) plant,
- Hinkcroft Transport Ltd recycling centre, and
- Landmann Wayrecycling centre,

**4.5.1.5** The three waste sites have been identified and safeguarded in the Site Allocations Local Plan meet the waste apportionment set out in the London Plan 2011 up to the period ending 2031.

## **Saved Unitary Development Plan Policies**

**4.5.1.6** Under the provisions of the Planning and Compulsory Purchase Act 2004 the Lewisham UDP (Adopted July 2004) was saved for a period of 3 years that expired in September 2007. After 2007, most of the Unitary Development Plan policies were then saved through the Secretary of State's Direction.

**4.5.1.7** In 2011 many of the UDP policies were replaced by the Core Strategy (adopted June 2011). However, some policies do remain in force pending the adoption of the Development Management, Catford Town Centre, and Lewisham Town Centre local plans.

**4.5.1.8** As of November 2013, UDP waste policies ENV PRO 2 and ENV. PRO 5 are retained from the adopted UDP. However, these policies are no longer required, as the issues are now covered by the Core Strategy, Site Allocations Local Plan and the London Plan. These policies will be formally deleted through the adoption of the Development Management Local Plan.

## **Emerging Development Plan Documents**

### **Submitted Development Management Local Plan**

**4.5.1.9** The Development Management Local Plan was submitted to the Planning Inspectorate in November 2013, and is expected to be adopted in 2014. The Plan contains no specific waste policies.

## **4.5.2 Municipal Waste Management Strategy**

**4.5.2.1** The London Borough of Lewisham has a Waste Management Strategy 2006, which was adopted by the Mayor & Cabinet in December 2008. The Plan continues to be implemented with the Mayor and Cabinet approving the continuation of a number of schemes.

## 4.6 LB Southwark

### 4.6.1 Introduction

**4.6.1.1** Southwark have saved the majority of the development management policies from the Southwark Plan. The Council also has an adopted Core Strategy (April 2011). The Council is currently preparing the New Southwark Plan (adoption in Nov 2017) to ensure that criteria is set and sites continue to be protected in order to manage the waste produced in Southwark and to meet the apportionment targets. Southwark is confident that the waste apportionment targets from the London Plan can be met both as an individual authority and as part of the joint waste group.

### 4.6.2 Saved Southwark Plan policies and the Core Strategy

**4.6.2.1** The London Borough of Southwark adopted a revised Unitary Development Plan in July 2007 known as the Southwark Plan. Since the adoption of the Core Strategy in April 2011, some of these policies have will be replaced. The remaining saved policies will be repalced with other development plan documents or area action plans as they are adopted. The waste policies will be saved until they are replaced by the New Southwark Plan (adoption Nov 2017).

**4.6.2.2** The core strategy was adopted in April 2011. The apportionment targets set out in this paper and our site allocation will cover a period beyond the core strategy (2011 - 2026) up to 2031.

**4.6.2.3** The Southwark Plan and the core strategy meet the London Plan requirements by protecting existing sites and allocating sites for waste in the future. This is through the following policies:

#### Southwark Plan

- Policy 3.7 is saved until it is replaced by a policy in the New Southwark Plan in November 2017.
- Policy 3.8 is saved until it is replaced by a policy in the New Southwark Plan in November 2017.
- SP20 and proposals site 56p are saved until this is replaced by new site allocations in the New Southwark Plan in November 2017

#### Core strategy

- Strategic Policy 13 sets out the strategic approach to dealing with waste in Southwark.

**4.6.2.4** Full details of the waste policies and allocations are set out in the table below:

Southwark Plan Policy	Core Strategy Policy	How this meets the requirements of the London Plan
	<p><b>SP Policy 13</b></p> <p>This policy requires development to help us live and work in a way that respects the limits of the planet’s natural resources, reduces pollution and damage to the environment and helps us adapt to climate change. As part of this, this policy addresses waste and sets out the following requirements:</p> <p>Increasing recycling and composting, reducing landfill and making more use of waste as a resource.</p> <p>By 2015 Southwark Council will be recycling and composting at least 45% of municipal waste and by 2025 at least 70% of commercial and industrial waste.</p> <p>Southwark Council is aiming to meet the Mayor’s target of recycling or reusing 95% of construction, excavation and demolition waste by 2020.</p> <p>Require applicants to demonstrate how they will avoid waste and minimise landfill from construction and use of a development.</p> <p>Working jointly with Bromley, Bexley, Greenwich and Lewisham to collectively manage more of our waste and meet the DRLP waste apportionment target.</p>	<p>These policies are in line with the guidance set out in PPS 10 by providing a plan for waste management.</p> <p>The principle of strategic policy 13 reflects policy 5.16 and 5.17 of the London Plan.</p>



Southwark Plan Policy	Core Strategy Policy	How this meets the requirements of the London Plan
	<p>Southwark Council are building a state of the art resources centre at Old Kent Road</p> <p>and have set aside enough facilities and land to help us meet this target.</p>	
<p>Policy 3.7</p> <p><i>All developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities. The design of waste and recycling facilities must be easily and safely accessible, improving local amenity.</i></p> <p><i>To demonstrate how the waste management hierarchy will be applied during construction and after the development is completed, the council will require major development proposals to be supported by a sustainability assessment.</i></p>	<p>This policy will be saved until it is replaced by a Development Management Development Plan Document in May 2014</p>	<p>This policy is in line with London Plan policies, and the Mayor's Municipal Waste Management Strategy</p>
<p>Policy 3.8</p> <p><i>i. Existing Facilities: Existing waste sites will be protected. Planning permission will not be granted for the change of use of a waste management facility unless:</i></p> <p><i>a. The applicant demonstrates that it is</i></p>	<p>This policy will be saved until it is replaced by a Development Management Development Plan Document in May 2014</p>	<p>This policy is in line with London Plan policies 5.16 and 5.17, and the Mayor's Municipal Waste Management Strategy.</p>

Southwark Plan Policy	Core Strategy Policy	How this meets the requirements of the London Plan
<p>surplus to requirements; or</p> <p>b. <i>The applicant provides another facility with similar or enhanced provision within the borough.</i></p> <p><i>ii. New Facilities: All new waste management facilities, other than sites for the storage of recyclables and small scale composting facilities and temporary on-site construction and demolition waste management facilities, should be located within Preferred Industrial Locations. All proposals for new and extended waste management facilities must demonstrate how the best environmental practicable option and principles of sustainable waste management have been applied.</i></p> <p><i>All proposals for new and extended waste management facilities are subject to a detailed Sustainability Assessment.</i></p>		
<p><b>Site allocation 56P</b></p>	<p>This allocation will be retained in the Core Strategy</p>	<p>This allocation designates an 11 hectare site on the Old Kent Road as a waste management facility. This allocation is being saved in the Core Strategy and the new Local Plan. This allocation allows us to</p>

Southwark Plan Policy	Core Strategy Policy	How this meets the requirements of the London Plan
		<p>meet our apportionment target as set out in the London Plan.</p> <p>The allocation of this site is in line with London Plan policies 5.16 and 5.17.</p> <p>Half of this site has recently been developed as an Integrated Waste Management Facility. This facility processes 198,000 tonnes of waste each year.</p>
	<p>Strategic Policy 14 Implementation and delivery.</p> <p>This policy sets out how Southwark Council will ensure that our strategic vision and objectives are implemented.</p> <p>In relation to waste it states that this includes actions such as the preparation of this paper, the construction of the new waste management facility, and reviewing our waste minimisation strategy</p>	<p>This is in line with Planning Policy Statement 10.</p> <p>It is also in line with London Plan policies.</p>

Table 4.3 :Southwark Waste Policies

### 4.6.3 Future Plans for Waste

#### Designated Facilities

**4.6.3.1** Southwark Council will provide the appropriate facilities with capacity to sort and process 452,550 tonnes per annum of waste produced in Southwark in the most sustainable manner in accordance with the waste hierarchy. The details of this are set out in appendices A and B.

**4.6.3.2** For municipal waste the apportionment will be achieved largely through the provision of a new Waste Management Facility at Old Kent Road. A total area of approximately 11ha is allocated for waste management and shown on the Adopted Policies Map. (Ref. no. 56p). This allocation has been carried forward in the core strategy. Details of this sites are set out below and in appendices A and B.

**4.6.3.3** Planning approval was granted on 5.6 hectares of the Old Kent Road site on the 8<sup>th</sup> September 2009 for the erection of an Integrated Waste Management Facility (incorporating mechanical biological treatment plant and waste transfer station, material recycling facility and household waste re-use and recycling centre), with ancillary infrastructure including a municipal depot, contract administration and visitor centre (Resource Centre) with associated landscaping, car parking and internal access road.

**4.6.3.4** The Integrated Waste Management Facility became operational in January 2012 and will comprise of with a total floor space of 29,000 sq,m. Veolia have been contracted to deal with 198,000 tonnes of waste per year. This site operates two 8 hour shifts. The productivity of this plant can be further increased if required in the future by operating a third 8 hour shift thereby increasing productivity by 50%.

**4.6.3.5** The Integrated Waste Management Facility is of major strategic importance for Southwark. It provides the capacity to enable Southwark to manage its municipal waste arisings over the next 25 year period and enable the recycling and composting targets for the borough to be met in accordance with Southwark's Waste Management Strategy.

**4.6.3.6** While there are no current plans to utilise the remaining 5.4 hectares of site 56P, it is also available for use for waste management purposes. The required use on 56P is waste management. This has the potential capacity to process around **286,200 tonnes per annum**. Further details of how this figure has been calculated are provided in appendix A. If this land is required Southwark Council will repeat the process undertaken to secure the area currently under construction of the site. This involved the following process:

- Identifying the type of waste facility needed
- Tendering for a waste provider to meet this need
- Negotiating with landowners to purchase the site
- Entering into a PFI contract with the waste provider to manage and run the site
- Apply for planning permission
- Construct the site

#### **4.6.4 Municipal Waste Management Strategy**

**4.6.4.1** Southwark's Waste Management Strategy (2003-2021) sets out the council's proposals for moving Southwark towards more sustainable waste management. The Executive approved the Waste Management Strategy on 2 December 2003, the key features, as set out in the executive summary are:

- a reduction in the amount of municipal solid waste generated in Southwark to below 3% by 2005, and below 2% by 2010. In real terms, due to population growth (estimated

at a further 27,000 residents by 2021) the absolute amount of waste will rise but the strategy aims to deliver a decrease in the actual rate of growth;

- achievement of 30% recycling and composting standards for household waste by 2010-11 and 40% by 2015-16 and 50% standards by 2020-21; and
- recovery of value from 45% of municipal solid waste by 2010-11, 67% by 2015-16 and 75% by 2020-21.

**4.6.4.2** The Waste Management Strategy included a two-stage options appraisal analysis to identify a 'best technical and best value option' for improving waste management in Southwark. The options appraisal process included a financial, environmental and best practicable environmental option analysis. Fourteen options were considered at the first stage and four options plus a 'do-nothing' option at the second stage. The Executive approved the recommended 'best technical and best value option' on 18 May 2004 and initiated an application for Private Finance Initiative (PFI) credits to the Government through development of an outline business case.

**4.6.4.3** The key features of the Council's best technical and best value option in 2004 were:

- An intensive education and waste minimisation programme introduced and education facility constructed;
- Kerbside dry recyclable (paper, glass, cans etc.) collections expanded to include all recyclables from street (non-high rise) properties;
- Medium and high-rise properties issued with survival bags for the collection of dry recyclables;
- An increase in the number of 'bring' recycling sites (e.g. bottle and paper banks) to 350 sites;
- Organic kitchen and garden waste collected from street properties composted in an in-vessel compost (IVC) facility;
- Dry recyclable material collected at the kerbside separated at a materials recycling facility (MRF);
- Recyclable waste from medium and high-rise properties separated at a materials separation plant (MSP);
- Recovery and recycling of bulky and fly-tipped waste maximised; and
- All residual (non-recycled) waste sent to a mechanical and biological treatment (MBT) plant for further recycling and to generate a fuel used to generate power at an existing energy recovery facility.

# Waste Apportionment Figures for Strategic Waste Sites

## Appendix A Waste Apportionment Figures for Strategic Waste Sites

Facility Name & Address	Facility Notes	Total (tonnes / annum)
<b>Bexley</b>		
Clinical waste incinerator, SRCL Ltd, Queen Mary's Hospital, Frognal Avenue, Sidcup, Kent, DA14 6LT	Final residual waste disposal facility. The amount listed is the actual throughput (averaged over three years), which is 80% of the permitted capacity shown on the Environment Agency's list of incineration facilities (2008). Currently operational.	6,365
Foots Cray reuse & recycle centre, LB Bexley, Maidstone Road, Sidcup, DA14 5HS	Council facility. Average annual throughput: 1,530. Capacity shown is actual recycling tonnage averaged over the last three years (46%). Currently operational.	5,325
Materials Recycling Facility, Viridor Waste Management, Century Wharf, Crayford Creek, Crayford, DA1 4QG	This facility separates waste and recycling, and has a current licensed capacity of 350,000 tonnes per annum. The apportionment capacity is 75% of the permitted capacity. Currently operational.	262,500
Riverside Resource Recovery (RRR) energy from waste facility, Land adjacent River Thames, Norman Road, Belvedere, Kent, DA17	Final residual waste disposal facility. The amount listed is 88% (based on actual throughput of SELCHP) of the permitted capacity shown on the Environment Agency's list of incineration facilities (2008).  This facility is expected to become operational in 2011. Once operational, the actual annual throughput will be monitored, and the capacity figures revised accordingly.	616,000

Facility Name & Address	Facility Notes	Total (tonnes / annum)
Thames Road reuse & recycle centre and waste transfer station, LB Bexley, Thames Rd, Crayford, DA1 5QJ	Council facility. Average annual throughput: 56,307. Capacity shown is actual recycling tonnage averaged over the last three years (67%). Because of the high actual recycling rate, there will not be an uplift every five years for this site. Currently operational.	37,748
Thames Road Waste & Street Services Vehicle Depot, LB Bexley, Thames Rd, Crayford, DA1 5QJ	Part of the LB Bexley Thames Road R&RC and WTS site, the Council Depot (approx 2.17 hectares in area) has been safeguarded as a waste site. The capacity is estimated, based on the Jacob Babbie formula of 80,000 tonnes per hectare.	173,600
<b>Bromley</b>		
Waldo Road reuse & recycle centre and waste transfer station, LB Bromley, Waldo Road, Bromley, BR2 9RB	Council facility. Average annual throughput: 139,188 tonnes. Capacity shown is actual recycling tonnage averaged over the last three years (32%). Currently operational.	44,767
Cookham Road composting facility, TJ Composting Group Ltd, Cookham Road, Swanley, Kent, DA14 5JA	This is a windrow composting site, accepting green garden waste only for composting. Actual annual throughput is 25,000. Currently operational.	25,000
Churchfields Road reuse & recycle centre, LB Bromley, Churchfields Road, Beckneham BR3 4QY	Council facility. Average annual throughput: 18,980. Capacity shown is actual recycling tonnage averaged over the last three years (32%). Currently operational.	6,105
<b>Greenwich</b>		



Facility Name & Address	Facility Notes	Total (tonnes / annum)
Nathan Way reuse & recycle centre and waste transfer station, LB Greenwich, Nathan Way, Thamesmead, London, SE28 0AN	Council facility. Average annual throughput: 37,129 tonnes. Capacity shown is actual recycling tonnage averaged over the last three years (19%). Currently operational.	6,917
Recycling Centre, Day Aggregates (Day Group Ltd), Murphy's Wharf, Lombard Wall, Charlton, London, SE7 7SH	The site processes 30,000 tonnes of glass waste per annum with an average annual 95% recycling rate, and 250,000 tonnes of C&D waste, with an average annual 99% recycling rate. The amount shown does not include C&D. Currently operational.	28,500
Integrated Waste Management & Recycling Facility, LB Greenwich, Nathan Way, Thamesmead, London, SE28 0AN	This facility separates waste and recycling, and has a current licensed capacity of 130,000 tonnes per annum. The apportionment capacity is 75% of the permitted capacity. Currently operational.	97,500
Murphy's Waste Ltd, Greenwich Transfer Station, Horn Link Way, Greenwich, London, SE10 0RT	Average annual throughput approximately 96,000 tonnes. Capacity shown is based on a 75% overall recycling rate. Currently operational	72,000
<b>Lewisham</b>		
Energy Recovery Facility, SELCHP, Landmann Way, New Cross, Lewisham, SE14 5RS	Final residual waste disposal facility. The amount listed is the actual throughput (averaged over three years), which is 88% of the permitted capacity shown on the Environment Agency's list of incineration facilities (2008). Currently operational.	427,405
Landmann Way reuse & recycle centre and waste transfer station, LB Lewisham, Landmann Way, New Cross, Lewisham, SE14 5RS	Council facility. Average annual throughput: 4,700 tonnes. Capacity shown is actual recycling tonnage averaged over the last three years (42%). Currently operational.	1,996

Facility Name & Address	Facility Notes	Total (tonnes / annum)
Recycling Centre, HTL Waste Management Services (Hinkcroft), Landmann Way, London SE14 5RS	Independent facility, used by local authority. Capacity shown is based on current recycling rate of 40% of actual throughput, as the council cannot necessarily implement a higher recycling rate. Remainder of waste not shown, as this is not a final residual waste disposal facility. Currently operational.	40,000
<b>Southwark</b>		
MRF & MBT Plant with HWRC and Waste Transfer Station, LB Southwark, Old Gas Works Site, 706 Old Kent Road, London SE15	<p>Apportionment capacity shown is based on 75% of MRF permitted capacity, 15% of MBT Plant permitted capacity, and 45% of the HWRC and WTS permitted capacities.</p> <p>This facility is expected to be operational in 2012. Once operational, the actual annual throughput will be monitored, and the capacity figures revised accordingly.</p>	88,350
Old Gas Works Site, 706 Old Kent Road, London SE15	This is a safeguarded waste site identified in Southwark's UDP and Core Strategy. The capacity is estimated, based of the Jacob Babbie formula of 80,000 tonnes per hectare.	256,000
Recycling Centre Site, 32 Verney Road, London SE16 3DH	This is a safeguarded waste site identified in Southwark's UDP and Core Strategy. The capacity is estimated, based of the Jacob Babbie formula of 80,000 tonnes per hectare.	11,200
<b>Totals</b>		
<b>Bexley</b>		<b>1,101,538</b>

Facility Name & Address	Facility Notes	Total (tonnes / annum)
<b>Bromley</b>		<b>75,872</b>
<b>Greenwich</b>		<b>204,917</b>
<b>Lewisham</b>		<b>469,401</b>
<b>Southwark</b>		<b>355,550</b>
<b>City of London</b>		<b>0</b>
<b>SE London Total Capacity in 2011</b>		<b>2,207,278</b>

Table A.1

Site	45% uplift of recycling rate by 2016	50% uplift of recycling rate by 2021	55% uplift of recycling rate by 2026	60% uplift of recycling rate by 2031
Churchfields Road (Bromley)	8,541	9,490	10,439	11,388
Foots Cray (Bexley)	5,325? <i>Query figure</i>	5,765	6,342	6,918
Landmann Way (Lewisham)	2,115	2,350	2,585	2,820
Nathan Way (Greenwich)	16,708	18,564	20,421	22,277
Thames Road (Bexley)	37,748	37,748	37,748	33,748? <i>Query figure</i>
Waldo Road (Bromley)	62,635	69,594	76,553	83,513

**Table A.2 Increased Throughputs at Civic Amenity Sites from Uplift in Recycling Rate**

Year	Capacity
2011	2,207,278
2016	2,237,492
2021	2,247,931
2026	2,258,508
2031	2,265,084

Table A.3 Total SE Sites Capacity incorporating uplift in recycling rates for civic amenity sites

	2011	2016	2021	2026	2031
Bexley	398,000	453,000	512,000	574,000	640,000
Bromley	213,000	243,000	274,000	308,000	343,000
Greenwich	292,000	333,000	376,000	422,000	470,000
Lewisham	182,000	207,000	234,000	263,000	293,000
Southwark	213,000	243,000	275,000	308,000	343,000
City of London	100,000	100,000	100,000	100,000	100,000
<b>SE Apportionment</b>	<b>1,398,000</b>	<b>1,579,000</b>	<b>1,771,000</b>	<b>1,975,000</b>	<b>2,189,000</b>
SE Sites Capacity	2,207,278	2,237,492	2,247,931	2,258,508	2,265,084
<b>Projected Surplus</b>	<b>809,278</b>	<b>658,492</b>	<b>476,931</b>	<b>283,508</b>	<b>76,084</b>

Table A.4 London Plan Apportionment Requirements (MSW &amp; C&amp;I tonnes per annum)

# Strategic Waste Sites to be safeguarded in Core Strategies

## **Appendix B Strategic Waste Sites to be safeguarded in Core Strategies**