

# North London Waste Plan

## Issues and Options Report

**North London Joint Waste Development Plan Document** - London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest

October 2007

*Produced for*  
NLWP Planning Officers Group

*Prepared by*  
Mouchel Parkman  
West Hall  
Parvis Road  
West Byfleet  
Surrey  
KT14 6EZ  
UK

**T:** +44 (0)1932 337000

**W:** [www.nlwp.net](http://www.nlwp.net)

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# Why a Waste Plan for North London?

## Background

### ***Why we need to plan for waste facilities?***

1.1 It is often the case that little thought is given to what happens to our waste when it gets collected from our houses or businesses. It gets put out once or twice a week and is collected. Where it goes to after, few of us stop to think about. Yet in North London alone, around 2.5 million tonnes of waste is collected, transported and managed every year from homes and businesses. That is enough waste to fill the Emirates football stadium, top to bottom, twice over.

1.2 This seeming invisibility of our waste once it leaves our homes and businesses masks the fact that its management requires a whole range of facilities and processes, that can have either negative or positive impacts on our environment. Often we live in close proximity to these facilities, mostly unaware of the fact, but sometimes very much aware.

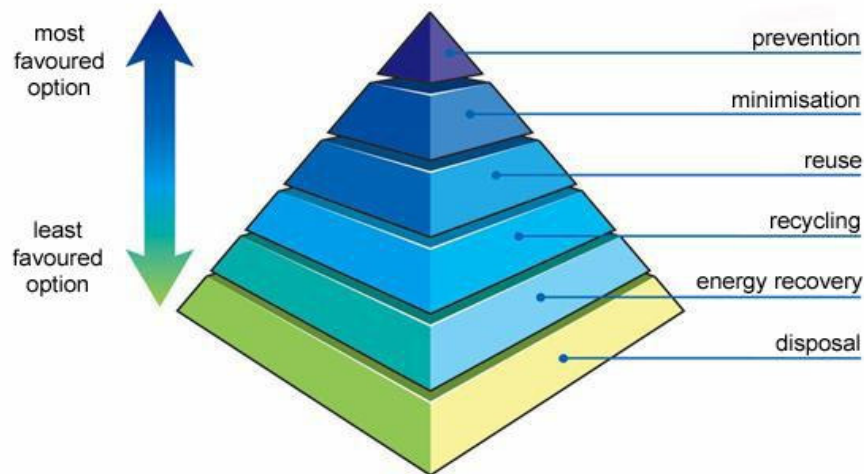
1.3 The need for these facilities is growing. In the past we have relied on burying the majority of our waste in old quarry workings in the areas surrounding London. Yet this landfilling of our waste is no longer an option. Landfill is responsible for the direct emissions of methane, a powerful greenhouse gas that adds to human induced climate change. In addition, the majority of waste can be either recycled or have energy recovered from it. Both of these processes offer big savings in carbon dioxide emissions, the main greenhouse gas. Indeed, the waste that remains after maximum recycling and composting is one of the largest renewable energy sources that London has. They also have the opportunity to support new and innovative environmental technologies and to provide a range of jobs, both in processing and re-processing, turning waste into new materials and products. In this sense, to bury waste is literally a waste of valuable resources! The positive management of waste can have a real and lasting impact on creating a more sustainable North London.

1.4 The waste hierarchy<sup>1</sup> as shown in figure 1 is a useful framework that has become a cornerstone of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact.

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<sup>1</sup> Waste Strategy for England 2007 (Department for Environment Food and Rural Affairs, May 2007)  
<http://www.defra.gov.uk/environment/waste/strategy/strategy07/pdf/waste07-strategy.pdf>

Figure 1 The Waste Hierarchy<sup>2</sup>



1.5 In recognition of this, there is a suite of international and national policies to reduce landfill and increase recycling and energy recovery from our wastes (for full details of these policies please see Appendix 3). All of the North London boroughs have made increased recycling and recovery of waste a strategic priority.

1.6 This increased recycling and energy recovery of waste will require an increase in the number of facilities required to manage North London's waste. If planned properly, this represents a significant opportunity to enhance the environmental and economic sustainability of North London. The challenge is to ensure that the planning framework enables the potential increase in sustainability to be fully realised.

1.7 The planning system has a vital role to play in ensuring that suitable sites are identified for the development of waste facilities and that any negative local impacts or benefits can be positively managed.

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

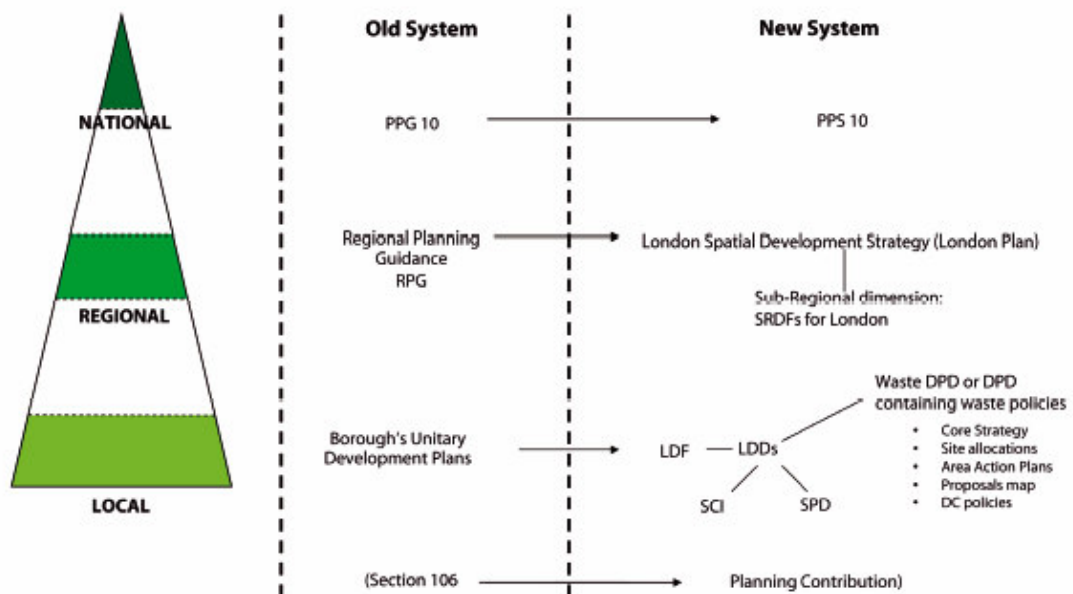
1.8 Under the Planning and Compulsory Purchase Act 2004, London boroughs are required to replace their existing land use plans (called Unitary Development Plans) with Local Development Frameworks. Local Development Frameworks will comprise a number of planning documents and must contain both specific policies for waste and sites identified for waste use. These planning documents must be in general conformity with the London Plan, the Mayor of London's planning strategy for the capital, in addition to national planning policy. Ultimately, these plans will be independently tested through a public examination. This process will examine the

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<sup>2</sup> Waste Hierarchy diagram sourced from Wasteonline  
<http://www.wasteonline.org.uk/resources/InformationSheets/WasteDisposal.htm>

various plans and ensure that they meet all of the key tests for a sound Plan. Only then can they be adopted by the boroughs. A diagrammatic representation of the new planning system is given in Figure 2.

Figure 2 The Planning System<sup>3</sup>



1.9 It is essential that these Local Development Frameworks, taken together, provide the spatial planning framework to deliver improved quality of life, bring together the need for jobs, housing, transport, protection of the environment, economic development and regeneration, health, education and create sustainable inclusive communities.

1.10 The Planning and Compulsory Purchase Act 2004<sup>4</sup> also makes provision for local authorities to produce joint planning documents covering a number of local authority areas.

<sup>3</sup> Meeting the Challenge: A Guide to Waste Planning in London (ALG (LUC and SLR), 2004)

<sup>4</sup> The Planning and Compulsory Purchase Act 2004 (May 2004)  
<http://www.opsi.gov.uk/acts/en2004/2004en05.htm>

**1.11 The seven authorities comprising the North London Area (Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest) have agreed to work together to produce a joint plan for waste, the North London Waste Plan.**

Figure 3 North London boroughs



1.12 The North London authorities recognise that waste is an issue that cannot be dealt with adequately by each borough in isolation. The authorities must work together to plan for their shared needs across all types of waste. A joint waste Plan will prove more cost effective and will be fairer for North London.

1.13 Indeed, the North London boroughs have a track record of working successfully together on municipal waste through the North London Waste Authority. This separately constituted waste disposal authority has seen the seven North London authorities work collectively to manage and dispose of the waste they collect since 1986.

1.14 The North London Waste Authority and the seven boroughs are soon to agree a joint waste strategy. The North London Joint Waste Strategy<sup>5</sup> will be separate from the North London Waste Plan and will serve a different purpose. It will spell out the vision and policies that will guide the management of the waste specifically collected by the seven boroughs up to 2020. This strategy will therefore help guide the decisions that the North London boroughs make as waste service providers to their residents and businesses. It will not cover all of the waste streams produced and managed in North London nor will it contain sites for the management of waste.

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<sup>5</sup> North London Joint Waste Strategy (North London Waste Authority, September 2004)  
<http://www.nlondon-waste.gov.uk/jointwastestrategy/>

1.15 The strategy will also form the basis for the new services and facilities required by the North London Waste Authority. The authority currently has contracts in place to manage a number of major waste facilities across North London, including the incineration plant at Edmonton, the Hornsey Street transfer station in Islington and the Hendon Rail transfer station in Barnet. However, these contracts are due to end in 2014 and the North London Waste Authority now needs to secure new contracts and new facilities to manage and dispose of its waste from 2014 and beyond.

1.16 The issue of suitable sites for these new facilities will be critical. One of the principal purposes of the North London Waste Plan will be to ensure that appropriate sites are identified within the Plan for the full range of facilities to meet North London Waste Authority's needs and the needs of North London's communities.

1.17 The North London Waste Plan will, once adopted, provide a framework of identified sites suitable for waste facilities and meeting North London's future **needs for the management of all waste streams and types**. The Plan will also sit alongside the North London Joint Waste Strategy and make sure that suitable sites are provided through which the household and other waste collected by North London's authorities can be sustainably managed in the future. The North London Waste Plan will become part of each authority's own Local Development Framework.

1.18 The North London Waste Plan will not contain detailed policies for waste as these will be contained in each authority's respective Unitary Development Plan or Local Development Framework's Core Strategy and Development Control documents. The North London Waste Plan will need to be in general conformity with these policies and will represent the site-specific expression of them on waste matters.

1.19 The North London Waste Plan will identify sites to deal with the management of the following types of waste:

1. **Municipal Solid Waste** – This is defined as any waste collected by or on behalf of a local authority. For most local authorities the vast majority of this waste is from the households of their residents. Some is from local businesses and other organisations such as schools and the local authorities own waste;
2. **Commercial and Industrial Waste** – These are defined as wastes from trade and business premises and from industrial installations;
3. **Construction, Demolition and Excavation Waste** – These comprise waste building materials, packaging and rubble, from all construction activity;

4. **Hazardous Waste** – Waste which because of its characteristics poses a present or potential hazard to human health or the environment;
5. **Agricultural wastes** – Waste generated on farms or other agricultural premises such as market gardens. It consists of natural (organic) and non-natural wastes including discarded pesticide containers, packaging waste, tyres, batteries, old machinery and oil etc.

1.20 The Plan will also consider the need to make site provision for the reprocessing of recyclable waste into new materials for industry.

1.21 The North London Waste Plan will be monitored and reviewed throughout its production. Monitoring its performance against key indicators will form part of each local authority's Annual Monitoring Report.

### ***Aims and objectives of the Plan and the process of preparing it***

1.22 The North London boroughs see the Plan as fulfilling two key aims:

1. To provide a range of suitable and viable sites to meet the North London borough's future waste management needs and increased self sufficiency<sup>6</sup>. The land use planning policies to support the identified sites will be contained within the North London borough's Local Development Framework Core Strategies and Development Control documents;
2. To maximise the contribution of the Plan to North London's environment, economy and society. The Plan will both reflect and feed into North London's wider needs to ensure an integrated approach to improving quality of life across the area.

1.23 A third aim of the Plan reflects the way we want the Plan to be produced and peoples' role in its development:

3. To prepare the Plan in an open, transparent and inclusive way, ensuring the fullest possible involvement of North London's communities at the earliest opportunity. The involvement of North London's communities will serve to make a better Plan.

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<sup>6</sup> 'Self sufficiency' - when wastes are dealt with in the administrative region where they are produced

1.24 A number of objectives will assist in the delivery of these aims:

- Through policies and proposals, to ensure that North London's waste is managed as far up the waste hierarchy as possible, to ensure environmental and economic benefits are maximised;
- Through appropriate safeguarding policies in boroughs' Core Strategies, to ensure no net loss of existing waste sites;
- To identify, through a rigorous methodology, a range of practical and sustainable sites capable of managing, within North London, the amounts of waste as given in the London Plan (refer to 2.22);
- Through rigorous and proportional Development Control policies, to ensure that all waste developments accord to high standards of design, build and operation;
- To integrate the North London Waste Plan with the key aims and objectives of the boroughs' Community Strategies;
- To integrate with the North London Joint Waste Strategy for municipal waste management;
- To ensure that the Sustainability Appraisal (refer to paragraphs 1.39-1.42) is fully integrated in the Plan making process;
- To promote sustainable development within the Plan through the integration of social, environmental and economic considerations;
- To undertake a programme of public consultation and stakeholder engagement that is fully compliant with each of the seven boroughs Statements of Community Involvement and with all statutory requirements;
- To engage and consult at the earliest possible opportunity in order to provide people with the maximum opportunity to make their views known and to allow the fullest information base for the development of the Plan;
- To ensure that the programme of consultation is itself as inclusive as possible. North London is fortunate in having a rich and diverse range of communities. A number of different approaches will be used to enable these communities to actively participate;
- To engage with key stakeholders through the proposed London Waste and Recycling Board to deliver practical solutions for sustainable waste management in North London.

Question 1

**Do you agree with these aims and objectives of the Plan and the Plan making process?**

Question 2

**What other aims and objectives, if any, would you suggest?**

Question 3

**Are there any other key issues the Plan should address in respect of waste?**

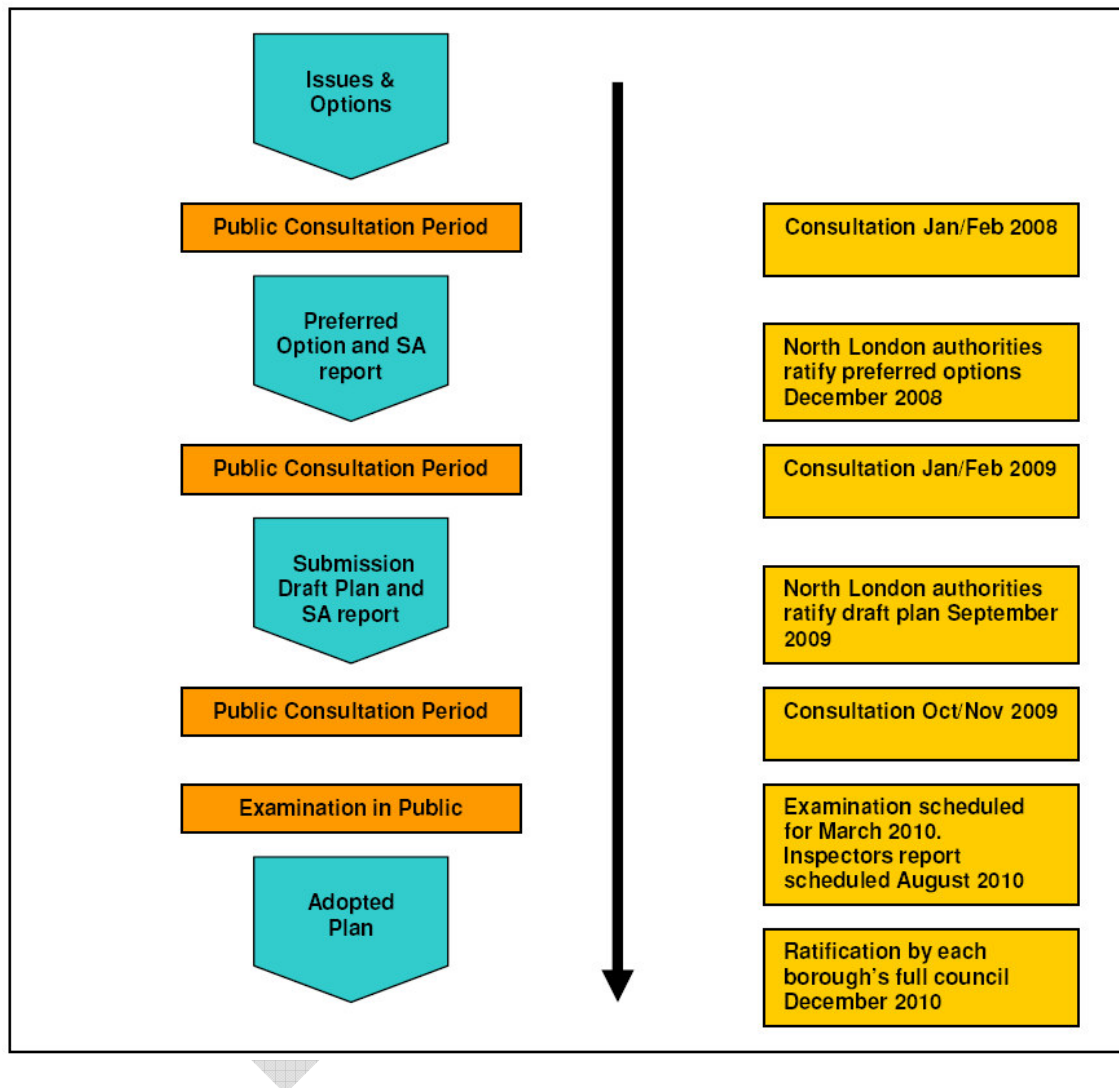
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### What are Issues and Options?

1.25 **Issues and Options** is the first phase in the production of the North London Waste Plan. The full process and timetable is given diagrammatically in figure 4 and discussed below:

Figure 4 North London Waste Plan - Key Stages and Timetable



1.26 The purpose of this Issues and Options report is, first to spell out where North London currently is in terms of managing its waste and waste management sites/facilities. Second, to make clear the nature of the challenge ahead in terms of providing for waste management sites in order to meet the Mayor's London Plan apportionment or to ensure self sufficiency for North London. Finally, to outline a number of issues, the resolution of which will be critical to the development of the final Plan. This Plan, like any other, will entail choices. These choices will have differing costs and benefits, and will impact on communities and the environment differently.

1.27 This Issues and Options report is the opportunity to discuss this range of issues and some of the critical choices upon which the Plan must be built. This represents a point in the Plan making process where the full range of issues and choices can be explored before the boroughs make any decisions on the form and content of the Plan.

1.28 This stage therefore represents an important opportunity for the involvement of stakeholders, communities and residents to make their views known on waste issues. It also provides the opportunity to express views on waste issues that are neglected, underemphasised or indeed overemphasised by this document.

1.29 The issues discussed are not definitive but hopefully represent the most pressing and important ones for managing waste in North London. As well as those outlined, your views on any other issues we should consider will also be very welcome and provision is made for this contribution in the accompanying questionnaire and on the North London Waste Plan's website [www.nlwp.net](http://www.nlwp.net).

### ***What happens after Issues and Options?***

1.30 As indicated in figure 4, this Issues and Options report will be subject to a formal consultation process. In addition a range of other consultation activities will have also taken place. These include public workshops which will take place to discuss issues & options during January and February 2008, details of which will be publicised in the local press and on the project website. Following the close of the formal consultation people's views will be considered. Alongside these opinions, additional work will have been carried out exploring the full range of potential and suitable waste sites across North London.

1.31 Consideration of both of the above elements will result in the publication of a ***Preferred Options report*** for further public consultation. This report will outline a range of site based options for meeting North London's waste management needs. It will then evaluate these options against a set of criteria to establish which of the options meet North London's needs for waste facilities in the most sustainable way.

1.32 The responses from the public consultation will help inform the preparation of a revised **draft North London Waste Plan**, which will be submitted to the Secretary of State. At this stage, stakeholders, including the general public, may make further representations.

1.33 This draft Plan will then undergo an ***Independent Examination in Public*** by the government's Planning Inspectorate. The Planning Inspector will then produce a report of their proceedings and their binding views on the Plan and any amendments that need to take place. Assuming that such amendments are not fundamental, and thus require additional consultation and Sustainability Appraisal, they can be incorporated into the Plan and published as final. Once ratified by each North London authority, the Plan then becomes published as ***adopted***.

## Consultation

1.34 The North London authorities take consultation with their residents and stakeholders seriously. This engagement is critical to ensuring that a Plan is prepared that genuinely reflects the needs and aspirations of North London's diverse communities, businesses and organisations. We believe that engagement and consultation is about making a better Plan that can carry the support of the majority of North London's people.

1.35 Consequently, while our consultation programme will comply with statutory requirements for public consultation (*Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2004*) and will conform with the Statements of Community Involvement (refer to glossary) within each of the boroughs Local Development Frameworks, it will also seek to go beyond them.

1.36 We have put in place an extensive programme of both engagement and consultation. The main elements of this are:

1. A touring exhibition around the seven constituent boroughs;
2. A series of stakeholder consultation events at the Issues and Options stage;
3. The formation of a Sustainability Appraisal Panel that will engage the statutory, environmental, social, economic and the private waste sectors in Sustainability Appraisal work;
4. Development of a single website ([www.nlwp.net](http://www.nlwp.net)) that all the boroughs will link into and which will be used as a vehicle for consultation and communication with stakeholders and the wider public;
5. Publication of information leaflets for distribution and use at the beginning of the North London Waste Plan process and at key stages throughout;
6. Targeted consultation with 'hard-to-reach' groups;

7. Provision of clear and concise briefings for local newspaper journalists;
8. Adverts in local newspapers at key stages of the process.

1.37 Much of this activity is already taking place and more will take place in these early stages of the Plan's development. It is at this point, when the Plan is at its widest stage that it is important to gain people's views. However there will be ongoing opportunities, both formal and informal, to feed in your views and to see the Plan taking shape. We will also ensure that we explain clearly, at each stage of the process, what people and organisations have said and how these comments have been dealt with in the Plan.

1.38 Some consultation has been conducted in June-August 2007. It consisted of three main elements:

1. A website introducing the NLWP ([www.nlwp.net](http://www.nlwp.net)) and incorporating an online feedback form.
2. An information leaflet introducing the NLWP, highlighting the website and inviting feedback on key issues. The leaflet was distributed to key stakeholders by the seven local authorities involved in the NLWP (Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest) and by the North London Waste Authority.
3. A staffed exhibition which toured the seven boroughs covered by the NLWP. The exhibitions, which sought to raise awareness and understanding of the NLWP, were held in shopping centres in each of the boroughs. As well as distributing the information leaflet, the staff completed a short questionnaire with passers-by.

1.39 The consultation in June-August 2007 addressed the following questions:

1. How can we best reduce the amount of waste being produced?
2. Do you have any views on the types of technologies or facilities which could be used to deal with waste?
3. Would you prefer to see a small number of large waste management sites, or larger numbers of small waste management sites?
4. Are there any particular areas that should be avoided for waste management sites?
5. What would help to make new waste management sites in North London more acceptable?
6. Do you know of any sites that could potentially be used for waste management facilities?

Some of the key findings from the consultation are referred to in this report. For further details, please refer to the Launch Consultation Report.

## **Sustainability**

1.40 Appraising the sustainability of elements of the North London Waste Plan is an integral part of the plan development process and is achieved through undertaking a **Sustainability Appraisal**.

1.41 The purpose of a Sustainability Appraisal is to promote sustainable development throughout the Plan through the integration of social, environmental and economic considerations. The process ensures that planning decisions are made that accord with the principles defined in the government's UK Sustainable Development agenda<sup>7</sup>. The timing of the Sustainability Appraisal aims to ensure that sustainability considerations are taken into account early in the process of policy development.

1.42 A **Sustainability Appraisal Commentary** and its prerequisite, the **Sustainability Appraisal Scoping Report** accompany this Issues and Options report, their findings and sustainability issues raised have been taken into account in producing this Issues and Options report. The Scoping report sets the context and provides baseline information in order to provide a starting point from which to appraise the effects of implementing the North London Waste Plan. To provide a sound basis for analysis, the report reviews the relevant plans and programmes which will influence the Waste Plan; identifies the key sustainability issues and problems; and details a **Sustainability Framework** through which the appraisal can take place.

1.43 A set of **Sustainability Appraisal Objectives** has been developed, taking into account the relationship between the North London Waste Plan and the objectives of other plans and programmes, along with the findings of the baseline information review. These objectives will form the basis of the Sustainability Appraisal Framework within which the evaluation of the North London Waste Plan options will be carried out. This is an ongoing iterative process.

## **Questionnaire**

1.44 Throughout this document a number of critical issues have been highlighted. Your views are sought on these issues and the questions raised. However, we also welcome your views on anything we have missed out or underemphasised, or indeed overemphasised in this report. There is a questionnaire at the back of this document which can be filled in and sent in (freepost). The form can also be filled in electronically on the North London Waste Plan website at [www.nlwp.net](http://www.nlwp.net). The website also allows you to make comments at any time during the process.

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<sup>7</sup> The UK Government Sustainable Development Strategy (Department for Environment, Food and Rural Affairs, March 2005)  
<http://www.sustainable-development.gov.uk/publications/uk-strategy/index.htm>

### **Time period**

1.45 The questionnaire and any other responses need to be received no later than February 2008 in order that they may be analysed and fed into the next stage of the Plan making process.

1.46 Completed questionnaires and any other material you wish to submit should be sent to:

Archie Onslow  
Programme Manager  
North London Waste Plan  
Camden Town Hall, Argyle Street,  
London WC1H 8EQ

Email: [archie.onslow@camden.gov.uk](mailto:archie.onslow@camden.gov.uk)  
Tel: 020 7974 5916  
Fax: 020 7974 1930

### **Availability**

1.47 Copies of the Issues and Options report and supporting technical reports, including the Issues and Options Technical report, Sustainability Appraisal Scoping report and Sustainability Appraisal Commentary on the Issues and Options report are available through the following:

1. Electronically via the North London Waste Plan website – [www.nlwp.net](http://www.nlwp.net)
2. Hard copies at all libraries in the seven North London boroughs
3. Hard copies at all main offices of the seven boroughs:

- London Borough of Barnet

*North London Business Park, Oakleigh Road South, London N11 1NP*

- London Borough of Camden

*Camden Town Hall, 5<sup>th</sup> Floor Reception, Argyle Street, London, WC1H 8EQ*

- London Borough of Enfield

*Civic Centre, Silver Street, Enfield, EN1 3XY*

- London Borough of Hackney

*Hackney Planning Services, 263 Mare Street, London E8 3HT*

- London Borough of Haringey

*Civic Centre, High Road, Wood Green, London N22 8LE*

- London Borough of Islington

*Islington Contact Centre, 222 Upper Street, London N1 1XR*

- London Borough of Waltham Forest

*Waltham Forest Town Hall, Sycamore House, Forest Road, London E17 4JF*

**Data protection**

*(To be inserted - Boroughs to provide data protection policy information)*

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# Issue 1 – Self Sufficiency for North London

## Background

### ***How much waste is North London currently producing?***

2.1 Data on the amounts of waste produced in North London are variable in their origin and date of production. The detailed technical information used to support this Issues and Options report is provided in the accompanying Technical report.

2.2 ***Municipal Solid Waste*** - London generated 4.2 million tonnes of Municipal Solid Waste in 2005/06<sup>8</sup> which accounted for 15% of that produced in England. North London contributed just over 950,000 tonnes of Municipal Solid Waste to the London total. North London comprises seven boroughs and the North London Waste Authority, which has responsibility for treatment and disposal of wastes from all seven boroughs, and is the largest waste disposal authority in London in terms of population size and waste produced.

2.3 Of the Municipal Solid Waste produced in North London, 18% is recycled, 35% is sent for energy recovery and 47% is disposed of to landfill<sup>9</sup>. Comparing that to London as a whole, where 64% of Municipal Solid Waste is disposed of to landfill, shows that North London is currently managing waste higher up the waste hierarchy than the capital as a whole. The waste hierarchy, as described in figure 1, section 1, sets out the Government's preferred methods for dealing with waste – reduce, reuse, recycle, recover, dispose, in that order.

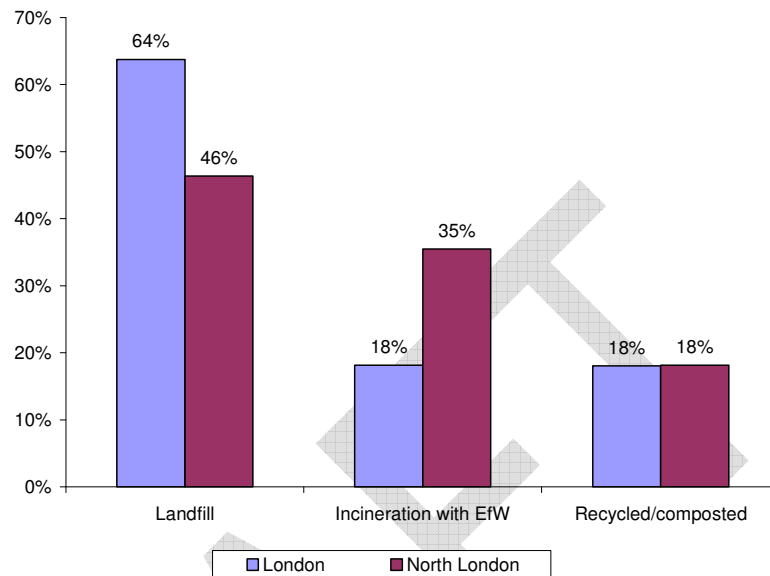
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<sup>8</sup> Reported data, Department of Environment, Food and Rural Affairs, 2005/06

<sup>9</sup> Reported data, Department of Environment, Food and Rural Affairs, 2005/06



Figure 5 Comparison of Fate of Municipal Solid Waste Produced in London With That Produced in North London (2005/06)



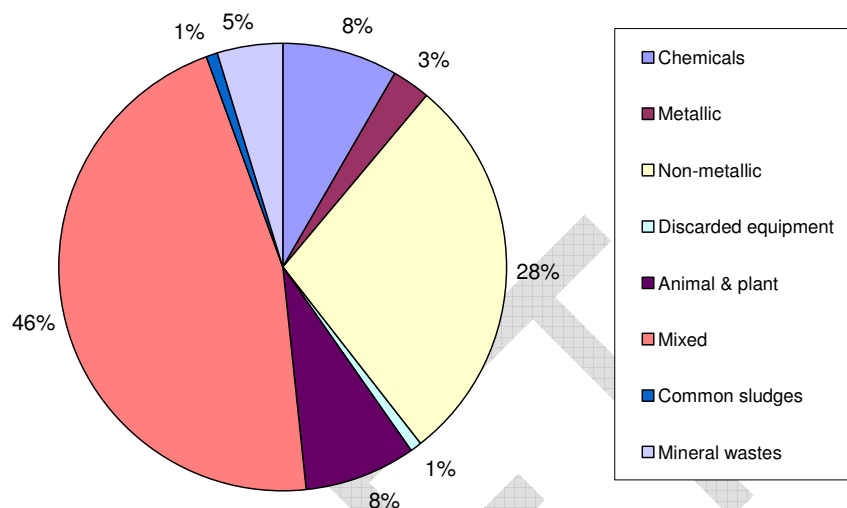
2.4 Municipal Solid Waste is expected to increase at a rate of around 2.5% per year<sup>10</sup> so that by 2020 North London will be producing nearly 1.4 million tonnes of Municipal Solid Waste, half a million tonnes more than is currently produced.

2.5 **Commercial & Industrial Waste** - North London produced just under 1.6 million tonnes of Commercial and Industrial wastes in 2002/03<sup>11</sup>. Just less than half a million tonnes of that came from industrial sources and the rest came from commercial sources. The majority of these Commercial and Industrial wastes were classed as mixed and non-metallic wastes.

<sup>10</sup> North London Waste Authority, 2007

<sup>11</sup> Strategic Waste Management Assessment London (Environment Agency 2002/03)

Figure 6 Commercial and Industrial Waste Arisings by Type in North London 2002/03



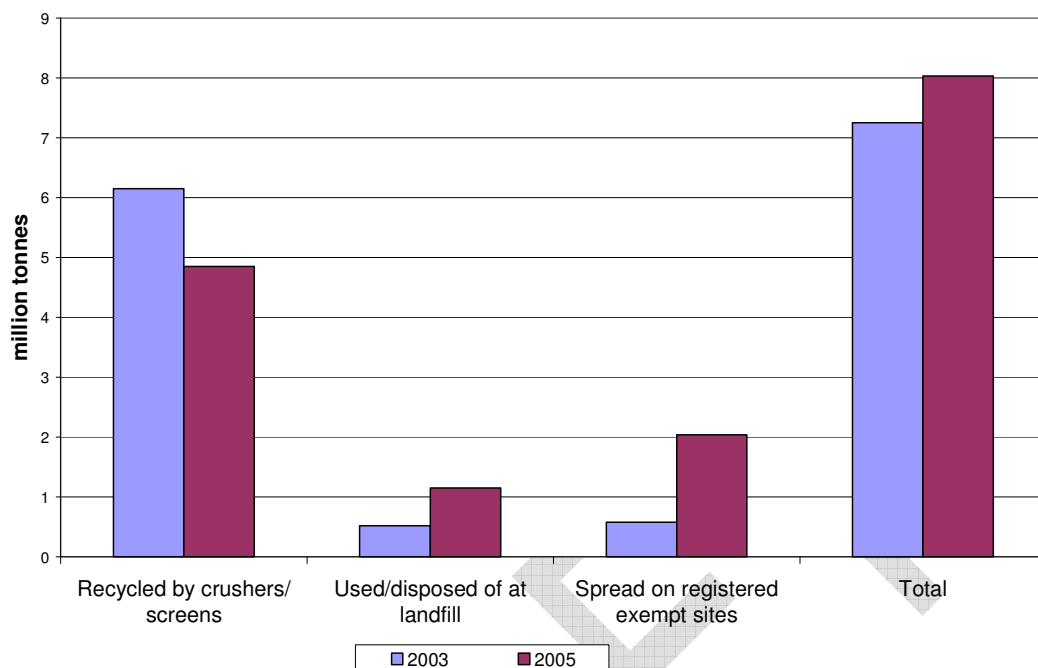
2.6 Of the waste produced 41% was recycled and 43% was disposed of to landfill. Commercial and Industrial wastes are expected to increase at a rate of 2% per annum<sup>12</sup> which means that by 2020 there is likely to be over 2.3 million tonnes produced in North London – nearly 1 million tonnes more than the predicted Municipal Solid Waste arisings.

2.7 **Construction, Demolition and Excavation Waste** - Data on Construction, Demolition and Excavation Waste arisings are not available at a sub-regional level however there are data for London available for 2005<sup>13</sup>. Eight million tonnes of Construction, Demolition and Excavation Waste was produced in London in 2005 and only 1 million tonnes was disposed of at landfill, the rest being recycled or used on exempt sites (i.e. exempt from Waste Management Licensing).

<sup>12</sup> Early Alterations to the London Plan (Greater London Authority, December 2006)

<sup>13</sup> Survey of Arisings and Use of Alternatives to Primary Aggregates in England (Department of Communities and Local Government, 2005)

Figure 7 Estimate of Fate of Construction, Demolition and Excavation Waste in London (2003 and 2005)



2.8 Such figures are encouraging as it can be assumed that whatever the level of Construction, Demolition and Excavation Waste arising in North London it is likely that the majority is reused or recycled due to the huge cost of transporting such wastes and disposing of them to landfill, as well as the economic and environmental cost associated with using virgin materials as opposed to reuse.

2.9 **Hazardous Waste** - Hazardous waste arisings in North London in 2004 amounted to 63,404 tonnes<sup>14</sup>. The quantities in the majority of categories are small and over half of the arisings originate from 'Construction and Demolition Waste and asbestos' or 'waste water treatment and water industry'. In 2003 the Environment Agency found that less than 1,000 tonnes was managed in the North London and Western Riverside<sup>15</sup> London sub regions put together<sup>16</sup>.

2.10 **Agricultural Waste** - Within North London agricultural land exists in the London boroughs of Barnet and Enfield. Data from the Environment Agency show that agricultural activity in the London region in 2003 produced only 35,000 tonnes of waste and that the majority of these wastes were compostable and/or digestible. The agricultural waste arising in London in 2003 was less than two thirds of that produced in 1998. In 2007 Agricultural Waste became a controlled waste, so it may be that more is expected to come forward through the waste stream.

<sup>14</sup> Special Waste Database, SWaT (Environment Agency, 2004)

<sup>15</sup> Western Riverside Waste Authority - A partnership of four West London boroughs; Hammersmith & Fulham, Kensington & Chelsea, Lambeth, Wandsworth

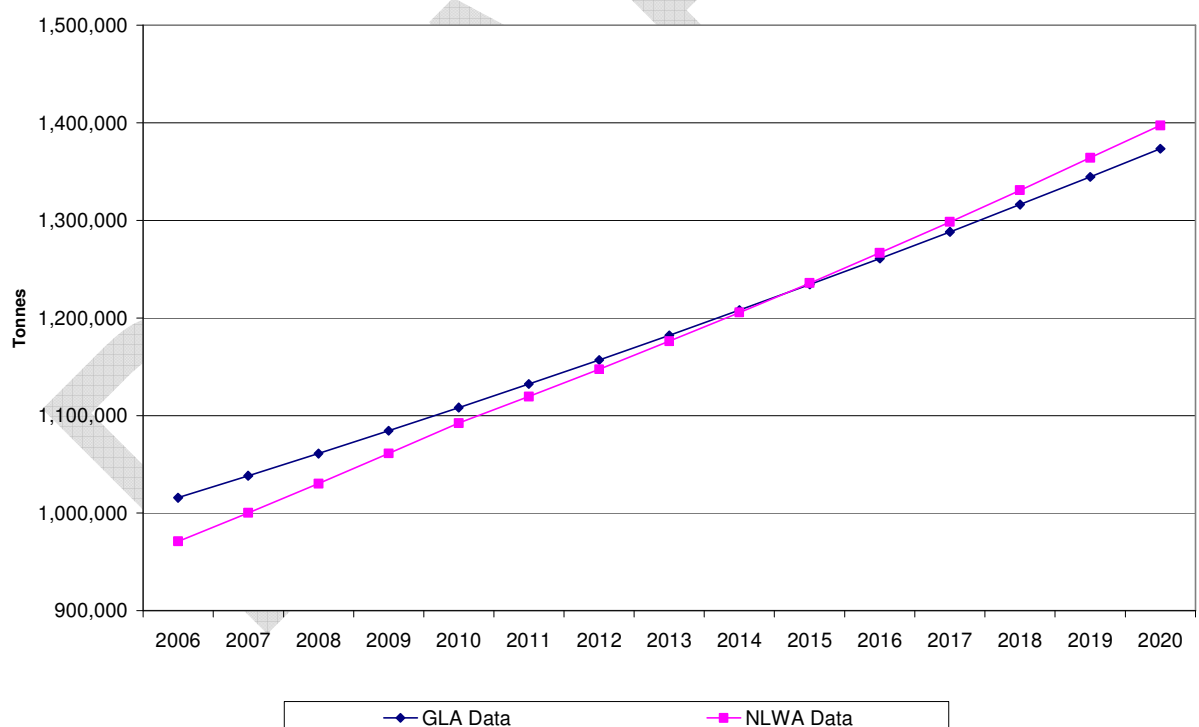
<sup>16</sup> Special Waste Database, SWaT (Environment Agency, 2003) – The figure of 1000 tonnes has been produced by the Environment Agency by grouping together Hazardous Waste tonnages managed for both the North London and Western Riverside sub regions

### ***How much waste will North London produce in the future?***

2.11 Generally, waste production increases every year, unless waste minimisation campaigns are successful such as home composting or reuse of bulky materials. When predicting future arisings it is sensible to assume a level of growth similar to previous years and reduce the growth accordingly depending on the timing and predicted success of waste minimisation efforts. Both the Greater London Authority and the North London Waste Authority have estimated waste growth for Municipal Solid Waste for North London up to 2020.

- The Greater London Authority projection is based on 2% growth per annum;
- The data from North London Waste Authority's procurement model is based on applying a growth rate to 2006/07 data (actual 2006/07) data plus last quarter estimated). The growth rate is 2.5% growth per annum, decreasing to 2% in 2020.

*Figure 8 Estimate of Growth of Municipal Solid Waste in North London (to 2020)*

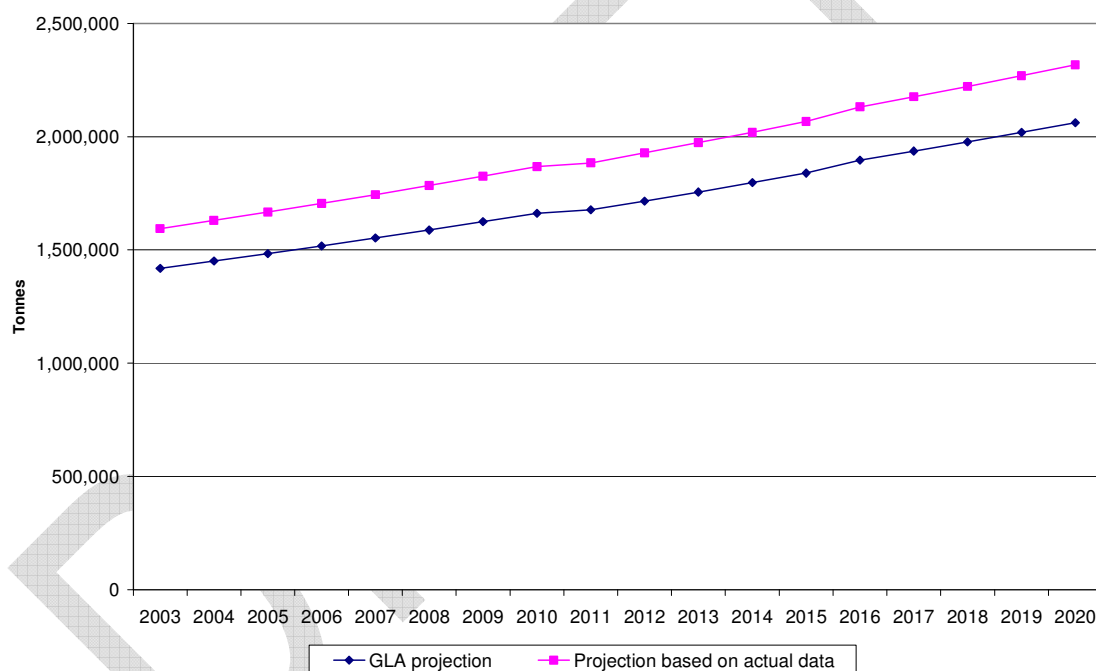


2.12 The North London Waste Plan is based on the North London Waste Authority data for Municipal Solid Waste growth as this is based on the most recent figures. This means that a growth rate of 2.5% growth per annum, decreasing to 2% in 2020 has been used, and by 2020 it is expected that North London will be producing almost 1.4 million tonnes of municipal wastes.

2.13 Similar waste arisings projections have been made for Commercial and Industrial wastes. Figure 9 shows the difference between projected arisings based on the Greater London Authority, London Plan assumptions of 2% growth per annum compared with applying the same growth rate to the actual 2002/03 data from the Environment Agency.

2.14 The Government has indicated their intention to introduce new national targets for the reduction of Commercial and Industrial waste going to landfill in the Waste Strategy for England, 2007<sup>17</sup>. They expect by 2010 to see a reduction of 20% on 2004 levels of Commercial and Industrial waste going to landfill. This is a clear indication of the Government's intention to address this sector of the waste management industry.

Figure 9 Estimate of Growth of Commercial and Industrial in North London (to 2020)



2.15 Commercial and Industrial projected waste arisings used in the North London Waste Plan have been based on the Greater London Authority figures (2% growth rate per annum) as this is the basis for the London Plan apportionment.

<sup>17</sup> Waste Strategy for England 2007 (Department for Environment, Food and Rural Affairs, May 2007)  
<http://www.defra.gov.uk/environment/waste/strategy/strategy07/pdf/waste07-strategy.pdf>

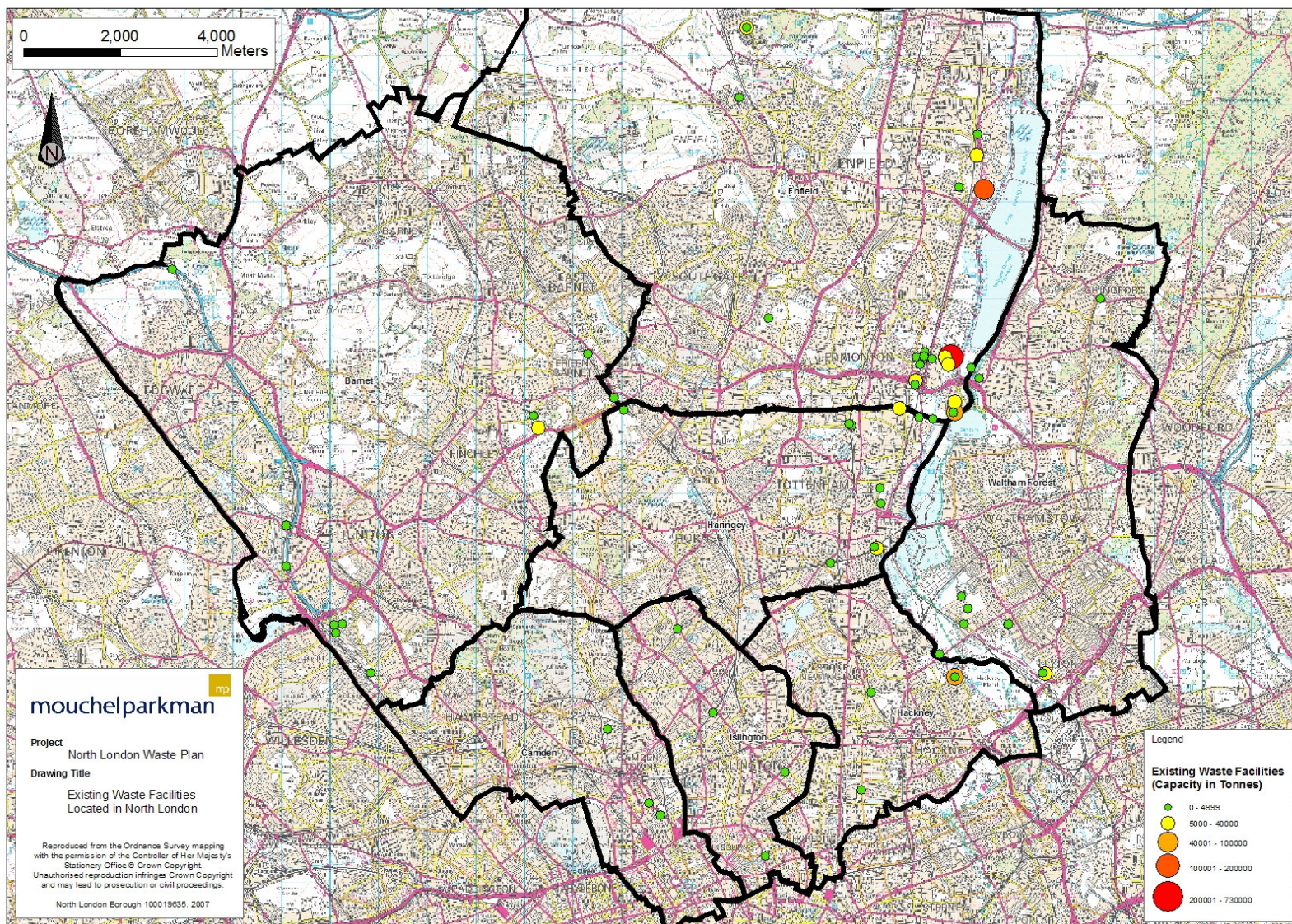
***How much waste is North London currently managing?***

2.16 North London currently has 71 active waste management facilities (refer to Map 1). Of these, 36 are facilities for the bulking and transfer of waste, largely to landfill sites outside of London. The remaining 35 sites treat waste through recycling, composting or energy recovery.

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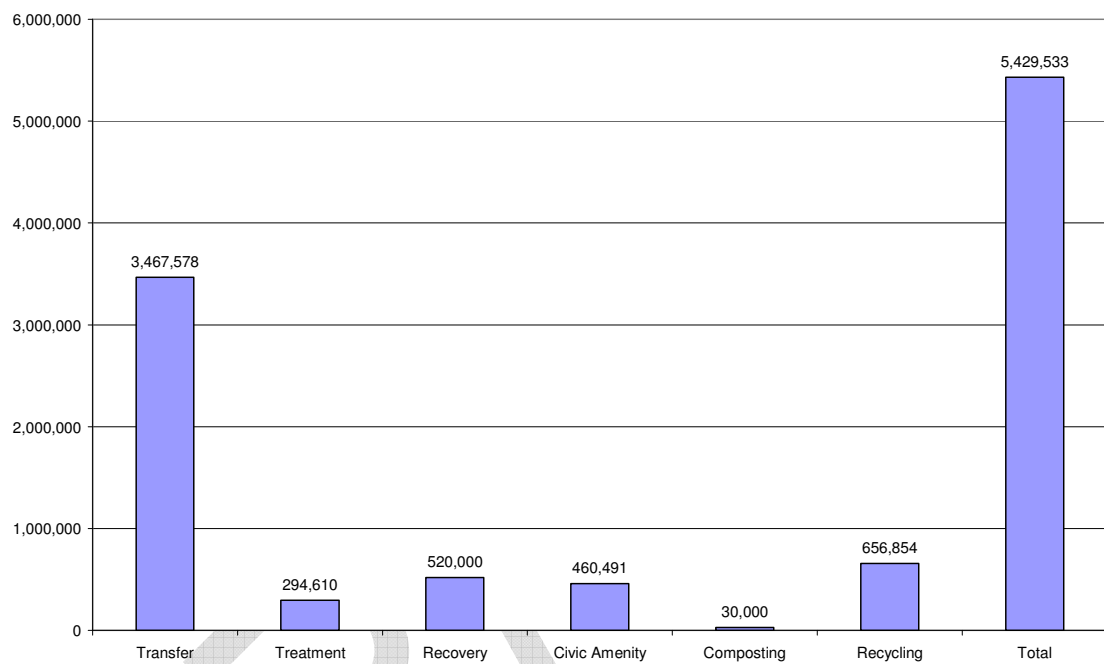
Map 1 Existing Waste Facilities Located in North London





2.17 Current waste management capacity describes the amounts of waste currently able to be managed (recycled, composted or energy recovered) by facilities within North London. Future or required capacity describes the amounts of waste to be managed by waste facilities in North London in the future.

*Figure 10 Waste Management Capacity (tonnes) by Facility Type Group (including transfer) in North London*



2.18 The licensed waste sites in North London can manage approximately 5.4 million tonnes of waste every year. These figures encompass all types of facility, including waste transfer stations taking household, commercial and industrial waste.

2.19 However, within the London Plan, waste transfer is not classed as 'waste management capacity', as can be seen from the graph above, this means that nearly 3.5 million tonnes of North London's total capacity do not contribute to its waste management capacity as defined by the London Plan. Therefore the licensed capacity in the area, excluding transfer facilities is nearly 2 million tonnes per year. Currently, there is an actual throughput of 1.7 million tonnes which means there is spare licensed capacity of approximately 258,000 tonnes per year.



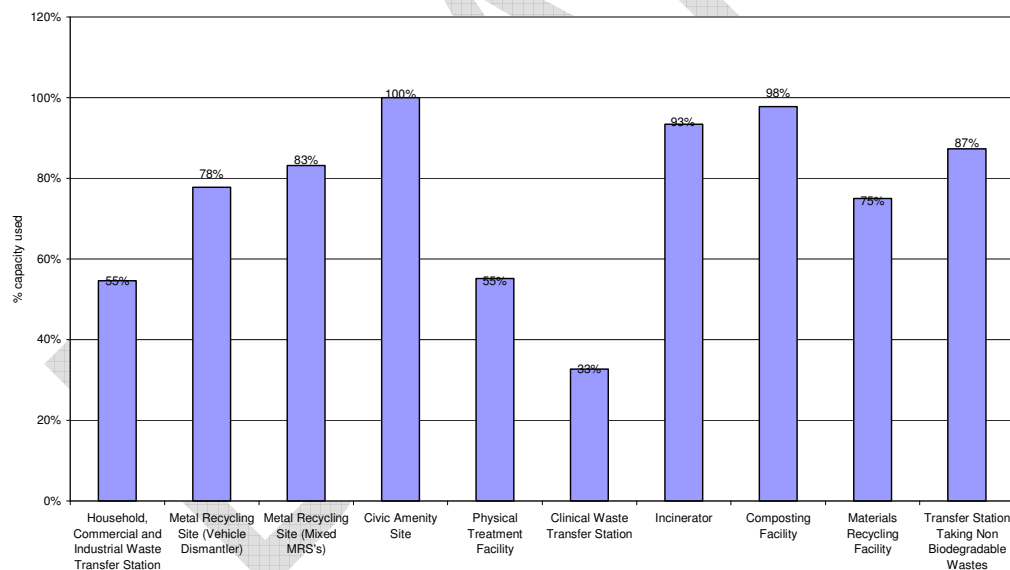
Table 1 Available Capacity Across North London by Each Facility Type

Facility Type	Annual Licensed Capacity (tonnes)	Annual Estimated Throughput (tonnes)	Annual Estimated Available Capacity (tonnes)
Household, Commercial and Industrial Waste Transfer Station	3,442,000	1,881,000	1,561,000
Metal Recycling Site (Vehicle Dismantler)	60,000	46,900	13,100
Metal Recycling Site (Mixed MRS's)	572,000	475,000	97,000
Civic Amenity Site	460,000	485,000	-25,000
Physical Treatment Facility	295,000	163,000	132,000
Clinical Waste Transfer Station	14,300	4,700	9,600
Incinerator	520,000	486,000	34,000
Composting Facility	30,000	29,400	600
Materials Recycling Facility	25,000	18,700	6,300
Transfer Station Taking Non Biodegradable Wastes	11,400	10,000	1,400
<b>Total</b>	<b>5,429,700</b>	<b>3,599,700</b>	<b>1,830,000</b>
<b>Total excluding Transfer Stations</b>	<b>1,962,000</b>	<b>1,704,000</b>	<b>258,000</b>

2.20 From Table 1 above it is possible to calculate the amount of capacity that is currently being used by each facility type. However in summary it can be seen that;

- Available capacity across the project area by facility type varies considerably;
- Civic amenity sites and composting facilities are currently operating at, or above full capacity;
- The incinerator at Edmonton is operating close to capacity at 93%;
- Metal recycling sites are operating at about 83% capacity;
- Material recycling facilities are currently up to 75% capacity and;
- Waste transfer sites taking Household, Commercial and Industrial waste are at 55% capacity.

Figure 11 Used Capacity Across North London by Facility Type



2.21 The proportions of different types of waste that are passing through each of the waste facility types has also been calculated. In summary;

- 71% of the material is Municipal Solid Waste and Commercial and Industrial waste;
- 23% is Construction, Demolition and Excavation waste;
- Hazardous waste only accounts for 2%;
- Agricultural waste is less than 1% and;
- The remaining 3% is classified as 'other' waste.

***How much waste will North London have to manage in the future?***

2.22 The Early Alterations to the London Plan<sup>18</sup> provide targets for the amount of Municipal Solid Waste and Commercial and Industrial waste to be managed in London for the years 2010, 2015 and 2020 to ensure maximum self sufficiency for the capital. The London Plan draft borough level apportionment<sup>19</sup> allocates to each individual borough a given proportion of this London total (expressed in tonnes) for which sufficient sites for managing and processing waste must be identified within their Local Development Frameworks.

2.23 The underlying methodology behind the borough apportionment effectively weighs each borough against its ability to host waste sites. What this means is that the total tonnage of wastes to be managed in London to ensure self sufficiency are not apportioned equally or on a per capita basis to each borough. Instead the total tonnage is apportioned against a range of criteria that assess the ability of each borough to accommodate waste sites. Therefore, for any individual borough, their apportioned tonnage may be more or less than the total waste that they produce.

2.24 Additionally, the apportionment does not include Construction, Demolition and Excavation wastes, Hazardous wastes, Agricultural wastes and wastes classified as 'other' and therefore does not account for all arisings within the North London area.

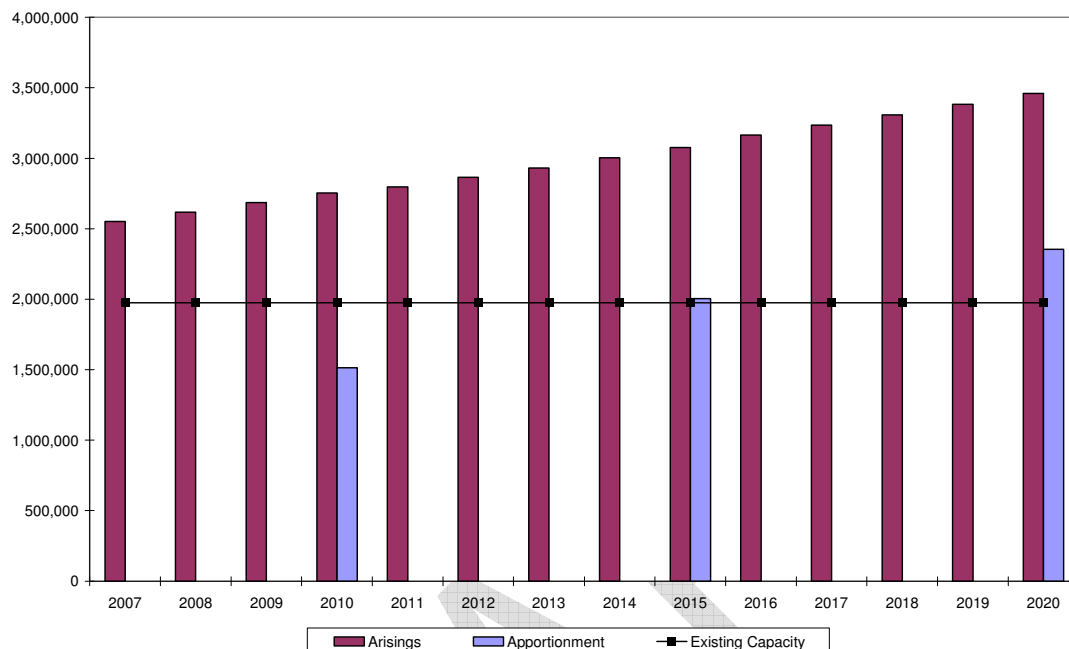
2.25 North London's apportionment is substantially less than the predicted quantities of waste it will produce in each target year (see Figure 12) as discussed above.

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<sup>18</sup> The Early Alterations to the London Plan (Greater London Authority, December 2006)  
[http://www.london.gov.uk/mayor/strategies/sds/lon\\_plan\\_changes/docs-final/early-alt.pdf](http://www.london.gov.uk/mayor/strategies/sds/lon_plan_changes/docs-final/early-alt.pdf)

<sup>19</sup> Draft Minor Alteration to the London Plan (Greater London Authority, December 2006)  
<http://www.london.gov.uk/mayor/strategies/sds/further-alt/docs/waste-apportionment-dr-rev.pdf>

Figure 12 Total projected Municipal Solid Waste and Commercial & Industrial Waste Arisings in North London including Apportionment Figures Compared with Total Existing Capacity (Excluding Transfer Stations).



## What are the key issues?

2.26 The North London boroughs taken together have, through the London Plan, been tasked with providing waste sites to meet levels of waste production that are less than the total waste produced in North London. In other words, if the apportionment targets are met, large amounts of waste will be managed outside of North London, the majority of it in other London boroughs.

2.27 The London Plan targets for North London can be seen as representing a minimum that the boroughs would be required to meet. It may be that, given the methodology employed in working out the borough apportionment, that this represents a sensible target for North London. The apportionment was done against a range of criteria to determine an individual boroughs 'ability' to accommodate sustainable waste sites as against other boroughs. Given this, there may be clear disadvantages to North London in going beyond that required by the London Plan. Firstly, North London has a wide range of other vitally important land use needs, such as employment and housing. Making waste provision beyond that required in the London Plan may result in lost opportunities to deliver on these other needs. Secondly, given that the apportionment works by allocating waste to be managed to each borough on its ability to manage it, there are clear issues of equity in some boroughs doing more than others in going beyond their apportionment.

2.28 However, upon closer examination, it may prove that the North London boroughs could accommodate more waste sites than provided for through the apportionment and therefore could make sure that North London was managing even more of its own waste within its borders becoming more self sufficient.

2.29 It may also prove sensible to make site provision beyond the London Plan apportionment for other reasons. For example, given that North London will be greatly increasing its levels of recycling, provision will need to be made to ensure that this material can be bulked up for transport to re-processing facilities, nearly all of which at present are outside of the Greater London Area. Such site provision would not be seen as meeting the apportionment or North London self sufficiency targets, as it is not technically defined as waste management capacity. However, provision of such sites will be clearly important in the future and provision will need to be made. Much of this provision could come from existing facilities and sites dedicated to the bulking up of mixed waste bound for landfill, but the deficit may need to be accommodated through the provision of new sites.

2.30 Equally, the apportionment makes no provision for facility needs for the management of Construction, Demolition and Excavation wastes or for Hazardous wastes. It may also prove prudent that the Plan considers any provision required for these waste streams also.

2.31 Provision above the required London Plan apportionment may also bring economic benefits and employment opportunities, as well as the chance to take advantage of new waste technologies and the potential to benefit from possible infrastructure improvements, Combined Heat and Power schemes etc.

2.32 It is also the case that while the Plan may make site provision to meet the North London boroughs' apportionment targets, some of this provision may never get taken up as those responsible for developing facilities find that some allocated sites do not meet their needs. It could equally be the case, that without adequate phasing of planning permissions, site provision made to meet apportionment figures is taken up in the early stages of the Plan's life, meaning that no dedicated waste sites exist for future needs and market demand. It may therefore be prudent to make site provision in excess of the apportionment to act as possible contingency. Regular monitoring of the Plan would ensure that, alongside phasing of permissions, changes could be made upwards or downwards to the total allocation through revision of the Plan and allocations.

2.33 It would also however be considered good practice and in the best interests of sustainability to undertake 'future proofing' North London's waste management facilities by building in contingency and therefore going beyond the London Plan apportionment.

#### Question 4

**Should North London provide just enough land to meet the waste tonnages apportioned through the London Plan<sup>20</sup>, or go beyond the target and identify sufficient land to manage even more of North London's waste within its area to become more self sufficient (Refer to figure 12)?**

#### Options

- a. Make provision only for the quantity of waste apportioned to North London through the London Plan and understand that London as a whole will become more self sufficient; or
- b. Make more sites available to manage even more of North London's waste, so that the North London sub-region is as self sufficient as possible; or
- c. Make provision for the apportionment and **some** extra provision to allow for contingency and for other wastes such as Construction, Demolition and Excavation, Hazardous; or
- d. Another option (please specify).

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<sup>20</sup> Note: Within the London Plan apportionment, waste transfer is not classed as 'waste management capacity'

## Issue 2 – Number, Size and Distribution of Waste Management Facilities

### Background

#### ***How many waste facilities does North London need to Plan for?***

3.1 North London currently has enough facilities to meet the 2010 requirements of the borough level apportionment (441,000 tonnes of Municipal Solid Waste and 1,076,000 tonnes of Commercial and Industrial waste). However, new facilities will be required to manage a further 500,000 tonnes per year to meet targets for 2020. This assumes that the London Plan apportionment is the target base for the North London Waste Plan.

3.2 The existing capacity does not cover the current amounts of waste being produced and the deficit suggests that around 600,000 tonnes of waste is being managed outside the North London region. This represents the difference between the actual waste management capacity (again excluding transfer capacity) within North London and the amount of waste it produces. Waste arising projections for 2020 suggest that for North London to be entirely self-sufficient there would be a need for new waste sites and facilities to manage an additional 1.6 million tonnes.

3.3 In order to determine what the achievement of either of these figures would mean in terms of new waste management sites, two things are required:

1. An indication as to what types of facilities might be required in the future (e.g. open composting site, or Materials Recycling Facility etc);
2. The size of these facilities and consequently the total amount of land required.

#### ***What types of waste facilities will be required?***

3.4 In order to understand how much and what types of land need to be made available for waste facilities, it is necessary to predict what kinds of facilities will be required in the future. This will largely be dependant on how waste is managed in North London over the period that the Plan will cover. How much will be recycled and how will this recycling be undertaken? How much will be composted and how? How much will be treated through technologies such as Mechanical Biological Treatment and Energy from Waste technologies such as Incineration, or Gasification? These facilities come in different sizes and have different site needs and opportunities.

3.5 The North London Waste Plan will not be in a position to determine and dictate the exact range of facilities to be built over the next fifteen years. However, in order to allocate sufficient and appropriate sites the Plan will need to be based on a broadly indicative range of facilities in order to work out land use needs.

3.6 In the case of Municipal Solid Waste, a good idea of facility needs can be gauged from the North London Joint Waste Management Strategy and the procurement plans of the seven boroughs and the North London Waste Authority.

3.7 As regards Commercial and Industrial waste streams, certain facility assumptions can be derived from London Plan requirements that 70% of this waste stream be recycled/composted by 2020.

#### **What size facilities?**

3.8 The other variable that will determine the overall land requirement is the size of the facilities. All of the main waste facilities to be considered come in a range of sizes. Table 2 below shows the indicative land area required for different sized waste facilities.

*Table 2 Illustrative Waste Management Facility Capacities and Corresponding Footprints<sup>21</sup>*

Type of waste management facility	Potential Tonnage (tonnes per annum)	Land take (hectares)
Materials Recovery Facility (MRF) – small	25, 000	0.8
Materials Recovery Facility (MRF) – large	50, 000	1.2
Open windrow composting plant	15, 000	1
In-Vessel composting plant – small	10, 000	0.7
In-Vessel composting plant – large	20, 000	1
Anaerobic Digestion Plant – small	25,000	0.7
Anaerobic Digestion Plant – large	40,000	1
Mechanical Biological Treatment – large	120, 000	4
Mechanical Biological Treatment – small	60,000	2.5
Gasification and Pyrolysis – large	10,000	1
Gasification and Pyrolysis – small	5,000	0.7
Incineration Plant – large	100, 000	2.5
Incineration Plant – medium	50, 000	2
Waste transfer station	80, 000	1.25

<sup>21</sup> Meeting the Challenge: A Guide to Waste Planning in London (Association of London Government, 2004)



3.9 The Preferred Options report will lay out a number of 'scenarios' for indicative facilities for North London. At this point, an indication of the amount of land that will be required can be based on the above table.

3.10 For the purposes of illustration, assuming an average site size of 1.5 hectares for every 100,000 tonnes of management capacity means that, in order to meet the London Plan apportionment, sites totalling 9 hectares would be required by 2020. If North London were to be entirely self sufficient 24 hectares would be required. New waste technologies generally require less land than traditional waste technologies, therefore the required land area may not seem as high as expected.

***Where could they go?***

3.11 There are currently 71 waste facilities across North London. The London Plan calls for existing waste management sites to be safeguarded. As shown in Map 1, these sites are not distributed evenly across the area. The vast majority of strategic facilities (greater than 40,000 tonnes per annum) are located broadly at the eastern end of the North London area following the Lea Valley. Some of these sites can be used to manage more of North London's waste in the future. For example, sites that currently bulk and transfer waste for landfilling could instead be used for facilities that recycle or recover energy from waste within North London.

3.12 However, these existing sites will not be enough to meet all of North London's future waste needs.

3.13 The North London boroughs have not as yet identified suitable additional sites for waste management because this exercise will need to be informed by the results of the public consultation on this Issues and Options report. The location of potential sites will be the subject of further consultation as part of the production of the North London Waste Plan.

3.14 Early Alterations to the London Plan, adopted by the Mayor of London in 2006<sup>22</sup>, identify broad locations across the capital that are suitable for recycling and waste treatment facilities. These broad locations include Strategic Employment Locations, Local Employment Areas and existing Waste Management Sites. Below is a list of the Strategic Employment Locations (Preferred Industrial Locations and Industrial Business Parks) within the Plan area as identified in the Early Alterations to the London Plan<sup>23</sup>, and Map 2 shows the distribution of these across North London.

- Barnet Northern Telecom Industrial Business Park (North London Business Park)
- Enfield Great Cambridge Road Industrial Business Park
- Enfield Brimsdown Preferred Industrial Location
- Enfield/Waltham Forest Central Leaside Business Area Preferred Industrial Location
- Waltham Forest Blackhorse Lane Preferred Industrial Location
- Waltham Forest Lea Bridge Gateway Preferred Industrial Location

3.15 In addition to Strategic Employment Locations other locations may provide opportunities and where appropriate be suitable for new waste management facilities such as; Local Employment Areas, existing waste management sites, Brownfield sites and contaminated land sites. These will all be taken into account as part of the site identification and selection process.

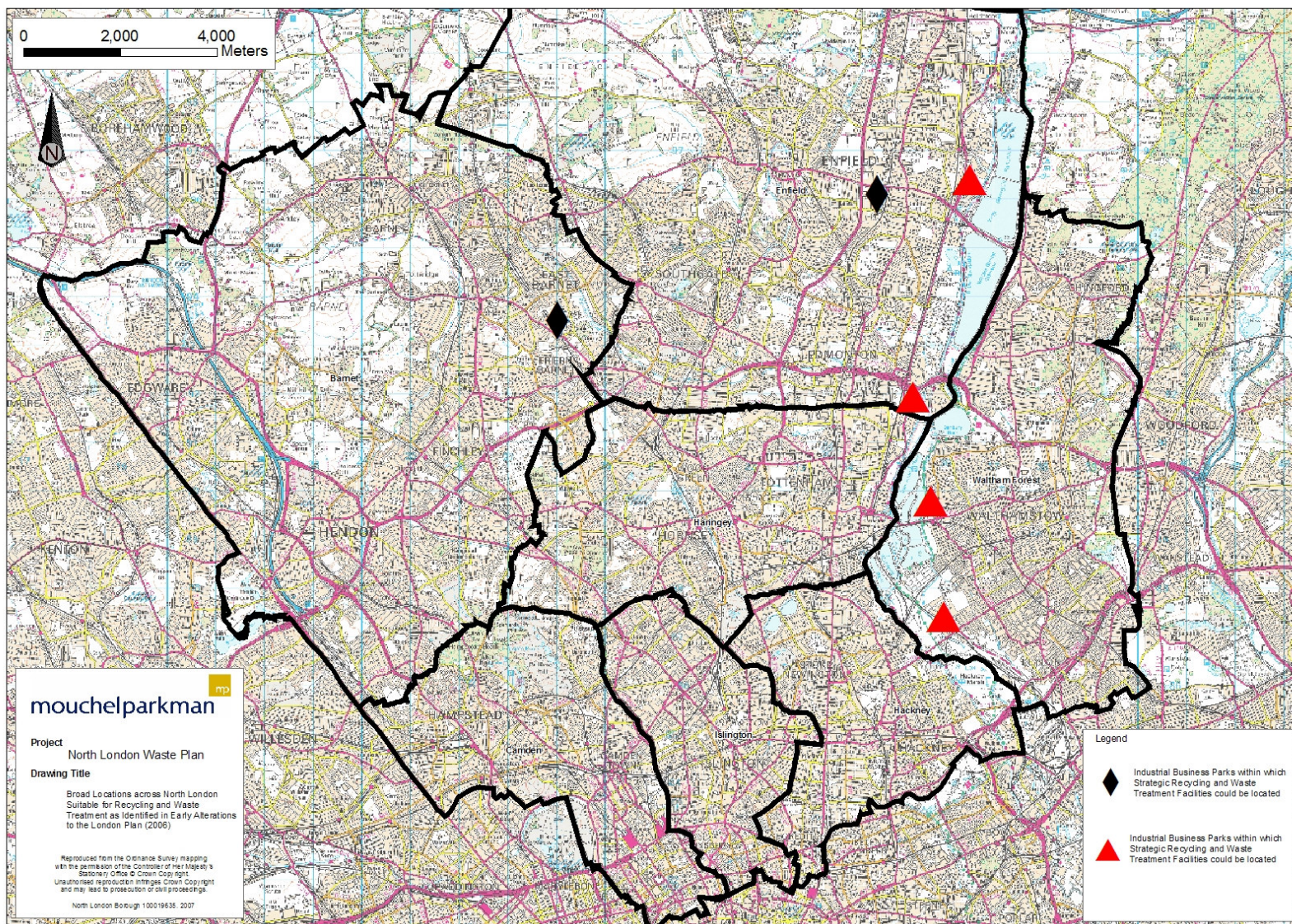
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<sup>22</sup> Early Alterations to the London Plan (Greater London Authority, December 2006) [http://www.london.gov.uk/mayor/strategies/sds/lon\\_plan\\_changes/docs-final/early-altis.pdf](http://www.london.gov.uk/mayor/strategies/sds/lon_plan_changes/docs-final/early-altis.pdf)

<sup>23</sup> Table 4A7, Early Alterations to the London Plan (Greater London Authority, December 2006) [http://www.london.gov.uk/mayor/strategies/sds/lon\\_plan\\_changes/docs-final/early-altis.pdf](http://www.london.gov.uk/mayor/strategies/sds/lon_plan_changes/docs-final/early-altis.pdf)



Map 2 Broad Locations Across North London Suitable for Recycling and Waste Treatment as Identified in the Early Alterations to the London Plan 2006 (Table 4A.7)





3.16 Additionally, the North London boroughs have identified a number of areas that require a more consolidated focus for their regeneration or development and where proposals for change are concentrated. Area Action Plans are currently being produced or timetabled to be produced for each of these areas. An Area Action Plan is a type of Development Plan Document focused upon a specific location or area which provides a framework for development. It forms part of the Local Development Framework. In North London the following Area Action Plans are in place, being produced or are planned for the future:

- Barnet – Mill Hill East, Colindale;
- Camden – None;
- Enfield – North East Enfield, Central Leaside, Enfield Town, North Circular;
- Hackney – Dalston, Hackney Central, Hackney Wick;
- Haringey – Central Leaside;
- Islington – Finsbury Park, City Fringe/South Islington;
- Waltham Forest – Leyton, Blackhorse Road, Walthamstow Town Centre.

3.17 The Area Action Plans will define the vision and opportunities and lay out policies and proposals for the areas' development. While many of these areas may prove unsuitable for the inclusion of waste facilities, some may provide opportunities for the development of more integrated waste and resource parks (sometimes referred to as eco-parks) or the integration of waste based renewable energy systems into mixed use developments.

3.18 Research has previously been carried out for the North London Waste Authority on the Best Practicable Environmental Option for North London and a 'Partnership Scenario' was identified<sup>24</sup>. This approach involves North London boroughs sharing facilities, with proposed facilities providing benefit across the North London boroughs and both business and local authority customers too. The number, type and capacity of facilities that will be needed to implement such a 'Partnership Scenario' included a mixture of small, medium and large facilities.

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<sup>24</sup> North London Joint Waste Strategy: Mayor's Draft (North London Waste Authority, September 2004)  
<http://www.nlondon-waste.gov.uk/jointwastestrategy/>

### Question 5

**Are there any sites within the broad locations set out in the Early Alterations to the London Plan that you think are particularly suitable or unsuitable for waste management?**

### Question 6

**Are there any locations that may provide suitable locations for waste management facilities that are not covered by the broad locations set out in the Early Alterations to the London Plan? (This can include areas outlined in Area Action Plans)**

## What are the key issues?

3.19 In brief, adopting a centralised approach means that;

- There will be fewer waste management sites;
- The waste sites will be larger;
- Each site will be able to manage much larger quantities of waste;
- The large sites will enjoy greater economies of scale. As an example, work undertaken for the North London Waste Authority Joint Strategy indicates that a 'partnership' scenario<sup>25</sup>, whereby boroughs procure infrastructure for their collective needs is significantly cheaper in capital terms than boroughs procuring separately (£168 million capital costs as opposed to £198 million). However this work also indicates that, when total cumulative (capital and revenue) costs are considered the two scenarios are broadly similar;
- Large sites may become strategically significant to waste generated outside of the North London area and therefore may increase the amount of imported waste;
- Large sites may be able to offer a more diverse range of technology solutions and many of these may be able to be integrated in line with the eco park concept;
- Larger sites may be more attractive to significant investment from the private sector as they are perceived to offer lower risk and greater returns;

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<sup>25</sup> North London Joint Waste Strategy: Mayor's Draft (North London Waste Authority, September 2004)  
<http://www.nondon-waste.gov.uk/jointwastestrategy/>

- Waste will have to travel greater distances and;
- The overall impact of the waste sites in terms of site activities and transport to and from the site will be felt by a smaller number of people as there would be fewer, larger sites. But the impact is likely to be greater where people live in close proximity to such a site in comparison to a smaller site.

3.20 Alternatively, if a de-centralised approach is taken;

- There will be a greater number of waste management sites;
- Each site will be smaller in size and not be able to manage as much waste;
- A greater number of sites will be better suited to manage the waste locally and follow the concept of allowing communities to accept greater responsibility for their waste;
- Waste will travel shorter distances to the initial point of storage, bulking, processing or treatment;
- Economies of scale will be reduced and capital costs will be higher as indicated in 3.19;
- Smaller facilities may not be as attractive to private sector investors due to perceptions of increased risk and lower returns;
- Smaller facilities may also prevent increased importation of waste from outside the area and;
- Any social and environmental burden will be more evenly distributed throughout the community and therefore potentially, any individual living close to a waste management facility will experience a low impact. However, the impact will be felt by a greater number of people.

3.21 In the consultation conducted to date, consultees were asked if they would prefer to see a small number of large waste management sites or larger numbers of small waste management sites. The greatest support was for the latter, although the reasons for the responses given varied significantly. Those that expressed a preference for larger sites generally thought that they would be easier and more efficient to manage and that it would be easier to locate them away from sensitive areas. Those that expressed a preference for smaller sites generally did so because of the convenience factor. A number of people also preferred this option because they thought it would be good to have sites closer to communities so that people couldn't just shut out the problem and would have to take some responsibility for it. People were also very aware of the transport issues (increased traffic etc) and used that to support both approaches.

3.22 The alternative to these two strategies will be to develop a hybrid approach;

- This would seek to develop a number of larger 'cluster' sites located at strategically important points in North London;

- For example such sites could be developed due to their ability to exploit alternative transport modes such as rail or water (this is discussed further in Issue 4) or as part of a wider area/master planning approach that seeks to assemble different land uses in an integrated way;
- The opportunities to realise such gains will be dependant on the types of facility assembled on the site;
- Wherever possible, facilities should be integrated whereby the outputs of one become the inputs of another in order to sustain mutually supporting technology clusters. This is often referred to as the 'eco park' concept. Specific policies within the boroughs Core Strategies will be put forward to support such integration;
- Such larger strategic sites could then be supplemented by a range of smaller sites situated more evenly across the seven authorities and designed to either bulk materials for transportation to the larger sites for further processing or for direct bulking of recyclates for onward transport to re-processing.

### Question 7

**Which of the following options offers the best approach for determining number, size and distribution of waste management facilities within North London?**

### Options

- a. A centralised approach that relies on a fewer, but larger facilities; or
- b. A de-centralised approach that is based on a larger number of smaller facilities; or
- c. A hybrid of these two approaches. A hybrid of these approaches would see sub-regional clusters of larger sites, perhaps with multiple facilities, combined with a larger number of smaller sites either supplying waste to these larger sites and facilities or bulking recyclables for onward movement.
- d. Can you suggest any alternatives to the above?

## Issue 3 – Waste Treatment and Disposal Options

### Background

4.1 It is important that we manage wastes according to the waste hierarchy<sup>26</sup> (refer to figure 1), that is to ensure waste minimisation, reuse and recycling are implemented before waste is recovered or disposed of. A Waste Prevention and Implementation Plan was produced in 2006/07 by the seven North London boroughs and the North London Waste Authority<sup>27</sup>. The plan sets out a series of actions to be carried out by the partners to reduce waste growth.

4.2 The seven North London authorities and the North London Waste Authority are achieving recycling rates ranging from 16.2% to 27.5% (2005/06). There are targets for recycling and recovery of wastes and also for the diversion of biodegradable wastes away from landfill, as they produce methane and carbon dioxide both of which are greenhouse gases. However, not all waste can be recycled. We have to find the best way of dealing with that waste to further meet the recycling and diversion targets, recovering value where possible, whilst ensuring that the facilities chosen give regard to local or regional issues such as the environment, employment, economy and infrastructure. Alongside different technology types it is also key to consider which are the most efficient waste management processes.

4.3 The following list describes facility types and technologies that are currently available to manage wastes. Please see the glossary for an explanation of each type of facility.

### **Recycling Facilities**

4.4 These include facilities where you can take your recycling and also the facilities where recyclable materials are sorted into separate streams and/or bulked up to be taken for re-processing into useful materials.

#### *Open to the Public:*

- On street bring banks
- Re-use and Recycling Centres

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<sup>26</sup> Waste Strategy for England 2007 (Department for Environment, Food and Rural Affairs, May 2007)

<sup>27</sup> North London Joint Waste Strategy Waste Prevention and Implementation Plan Draft 2006 (North London Waste Authority, 2006)



- Civic amenity sites
- *Not open to the Public:*
- Bulking up Facilities
- Materials Recycling Facilities
- Reprocessors

*(Insert pictures of facilities)*

### **Biological Treatment Facilities**

4.5 These facilities process waste so that the organic fraction of the waste stream can be broken down into useful materials such as compost, soil improver, gas or solid recovered fuel. If fuel is produced then it may have to go to an existing or purpose built facility so that energy can be recovered. Biological treatment facilities can vary in size and also in the type of technology used, some being simple composting sites and others using state of the art technology.

- Open windrow composting
- In-vessel (enclosed) composting
- Anaerobic Digestion
- Mechanical Biological Treatment

*(Insert pictures of facilities)*

### **Thermal Treatment Facilities**

4.6 These facilities either use waste directly as a fuel or carry out a process to produce a gas which is in turn used as a fuel.

4.7 Usually they recover energy in the form of heat which is either used directly to produce steam or which uses steam to power turbines to produce electricity. Most facilities of this type can use the heat and/or power generated to run the facility, potentially heat local buildings and residential properties or sell the power to the National Grid.

- Incineration
- Gasification
- Pyrolysis
- Autoclave (steam sterilisation)

*(Insert pictures of facilities)*

## What are the key issues?

4.8 A key concern of local communities over the allocation of waste sites will be what specific facilities are actually proposed for the allocated sites. Many people may therefore think it desirable that the North London Waste Plan should explicitly identify the facilities that would be allowed on each specific site. This allocation of specific technologies to specific sites could be seen as offering clarity to the community and to the industry as to what kind of facilities are going to be situated in certain locations.

4.9 However the identification of specific facilities with each site could have a number of negative effects that would need to be considered:

- The facilities to be developed in the future will be decided by commercial developers and operators of facilities. It is important that flexibility is maintained that allows them to identify the appropriate site for their technology;
- New technologies may and will be developed in the future. Again, it is important that the Plan maintains the flexibility to accommodate these uses;
- The Plan making process is not appropriate for dealing with site specific impacts of facilities. People will rightly be interested and concerned in the specific proposals that may come forward for sites in their vicinity. The planning system allows for a rigorous process of scrutiny and public consultation when specific proposals are made.

4.10 Sites with a mixture of technology types offer greater flexibility to industry but more uncertainty for the community. However the creation of 'eco parks' where a mixture of treatment and recycling facilities can be situated may have greater employment opportunities.

4.11 A combination of both large and small facilities offers a certain amount of flexibility, whilst potentially allocating strategic sites for key facilities for the whole of north London and indeed other London boroughs.

4.12 In the consultation conducted to date, consultees were asked if they had any views on the types of technologies or facilities that could be used to deal with waste. Strong support was received for the principle of deriving energy from waste (although not for any particular technology). Providing it involved low emissions, a large number of people were not opposed to the principle of burning waste, although a significant number were opposed to such an approach on pollution grounds. Significant support was also expressed for increasing composting and increasing the levels of recycling.

## Question 8

**How should we allocate sites with respect to the types of waste management activity taking place on each site?**

### Options

- a. Allocate specific technology types to specific sites; or
- b. Allocate sites for general waste use; or
- c. Allocate sites that are suitable for a given range of specified facility/technology types; or
- d. A combination of the above options so that some sites are specific for certain technologies and other sites will be suitable for a mixture of technologies.

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## Issue 4 – Sustainable Transport

### Background

5.1 Government policy in Planning Policy Statement 10 (PPS10)<sup>28</sup> highlights the requirement for local communities to become more responsible for the waste they produce. Therefore it remains key that the distance waste is transported for treatment is minimised, alongside communities being made increasingly aware of their responsibility to manage their own waste.

5.2 North London boroughs' individual Core Planning Strategies (refer to glossary) will include policies regarding the use of alternative and sustainable transport methods, and specifically for new waste facilities e.g. requirement for traffic impact assessments. Many of the boroughs' existing Unitary Development Plans have policies to maximise sustainable waste transport. London Borough of Barnet's Air Quality Annual Progress Report & Action Plan 2006/07<sup>29</sup>, includes actions to improve quality of freight transport and promote alternative forms of transport for businesses/ commercial properties as well as promote design to reduce the need for travel.

5.3 Sustainable transport is a crucial factor to consider when evaluating the suitability of sites (see also Issue 5 on site selection criteria). It relates to the consideration of more sustainable forms of transport than road, e.g. via water or rail, as well as distances travelled. However, it is important to recognise that while the planning system can support the potential for utilisation, through the sites it identifies and the planning policies it promotes, it alone cannot ensure the usage of these more sustainable modes. The transportation of wastes will be driven largely by the economics of the varying modes and any financial incentives that exist to support alternative modes. By identifying and safeguarding appropriate sites, the Plan does create the opportunity for alternative transport modes to be considered.

5.4 Important considerations relating to the sustainable transportation of waste include the methods of transport e.g. road, rail, water used to move waste and the different transport vehicles appropriate to move different types of wastes. Also to be taken into account are what distances are acceptable in transporting waste from its source to facilities for treatment, and should this vary for different types of waste and/or different waste facilities. Currently no Government guidance exists relating to suitable distances for transporting different waste types. However, planning authorities are required to consider the issue of proximity of waste facilities to the source of waste that is being supplied to them.

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<sup>28</sup> Planning Policy statement 10: Planning for Sustainable Waste Management (ODPM, July 2005)  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/147411>

<sup>29</sup> Review and Assessment of Air Quality Annual Progress Report & Action Plan Update (London Borough of Barnet, 2006/2007)

5.5 A large proportion of waste transported in North London is currently, and will continue to be transported via the roads network. The transportation of waste by road can have a significant impact in terms of vehicle emissions, noise, vibration, congestion, dust and hazard. Annually, Transport for London (TfL) estimates that the waste generated in London travels a distance of 44m kilometres on London's roads each year, 7.9% of London freight distances. This contributes approximately 290,000 tonnes of CO<sub>2</sub> to the UK's atmosphere<sup>30</sup>.

5.6 Given this continued reliance on road based transport, it will be important when determining appropriate sites to take into account issues of road access, particularly to the main trunk road network and motorways. Map 3 shows the strategic road network in North London.

5.7 Reducing the distance that waste has to travel is fundamentally linked to waste facility catchment areas, as the effective operation of different sorts of facility will be based on a required level of waste throughput and in some cases specific waste types. Also the type of technology process, and/or size of the waste facility required could mean that it is not appropriate to locate it very close to residential areas.

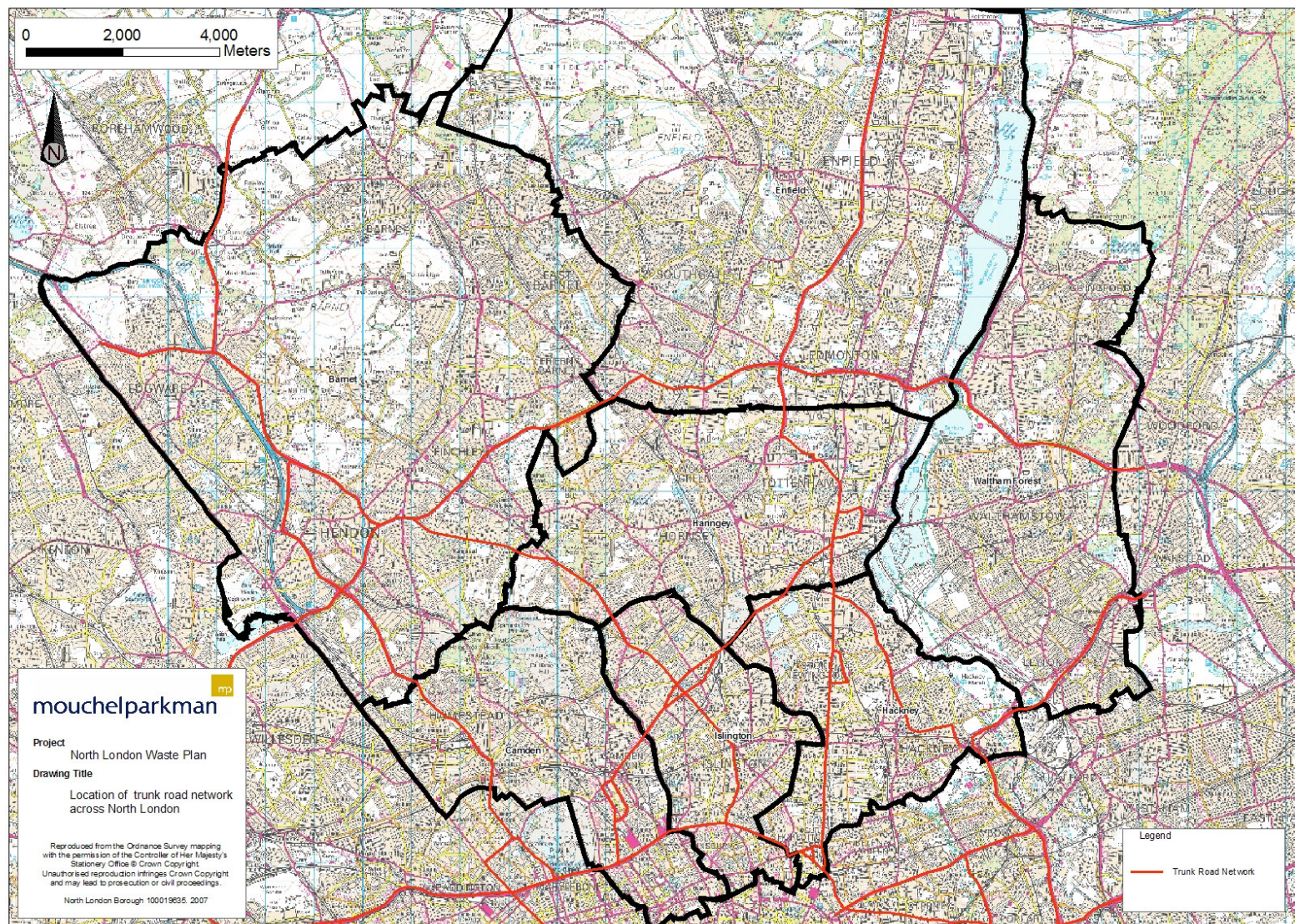
5.8 As part of the Sustainability Appraisal process (refer to paragraphs 1.39-1.42), stakeholder consultation workshops attended by members of the Sustainability Appraisal Panel took place in April and May 2007. These highlighted the requirement for waterborne transport to be considered along with other different types of collection vehicles.

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<sup>30</sup> London Freight Plan Consultation (Transport for London, 2006) - These figures should be taken as indicators, transport estimates could vary by 30% or more, depending on source of data, which data are included and the model used.



Map 3 Location of Railheads, Wharves and the Trunk Road Network Across North London





5.9 It is believed that water transport could be of great benefit for larger waste facilities that experience high levels of vehicle movement, particularly as increasing road congestion would mean that fewer vehicle trips could be completed daily. Sustainable transport methods, such as water and rail, should be encouraged wherever practical and appropriate, as they are likely to result in less environmental impacts, reductions in noise, air pollution, and road accidents.

5.10 Transport for London has already been involved in preliminary trials to transfer waste movements from road to water. This has identified the need for the production of a new Multi-Modal Refuse Collection Vehicle (MMRCV). A major challenge will be to adopt the inter-modal vehicle designs to reduce road transport of waste and increase movements by water and rail. Identifying ways to introduce these new vehicle types into London's waste fleets will bring significant benefits<sup>31</sup>. The London Boroughs of Hackney and Haringey have been working on an innovative waste by water project. The aim of the project is to combine the effectiveness of traditional refuse collection with water-borne transfer of waste to a point of disposal without the need for additional tipping and handling of the waste.

## What are the key issues?

5.11 A variety of factors need to be taken into consideration when dealing with different sources of waste and types of facilities required to process them. Specific waste management facilities dealing with Household and Municipal waste therefore, may be better suited in locations very close to residential areas. Equally it may be more beneficial for larger processing facilities to be situated further away.

5.12 North London does contain opportunities for the use of non road based transport for the movement of waste (Map 3 highlights some of these). In selecting appropriate sites, ability to access such modes as rail and river could act as key criteria. However, it needs to be recognised that road based transport of waste will continue to be the dominant mode. Consideration needs to be given as to how sites can be selected to ensure that the broad distribution of sites and the specific location of sites can minimise overall travel distances and minimise local impacts.

5.13 The transport options available may be constrained by the type of waste and where it was generated, as well as the distance to the appropriate facility to manage that waste. Traditionally, the use of rail and water for the transport of waste in London has been reliant on the bulking of large amounts of waste to be landfilled outside London. London must now become more self sufficient in the management of its waste and must seek to recycle and recover more of this waste. In most cases therefore, movement by road may prove to be the most practical solution.

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<sup>31</sup> London Freight Plan Consultation (Transport for London, 2006)

5.14 Increased use of transport options as an alternative to road will provide some congestion relief as a proportion of waste is diverted from road networks. Alternative options to road transport would be especially beneficial when considering larger facilities, which are likely to experience the highest levels of traffic. However, the number of suitable locations for new facilities may be restricted by this option.

5.15 There is potential to locate and prioritise sites which provide the greatest opportunities for sustainable transport when identifying sites for the North London Waste Plan.

### Question 9

**Which of the following options provides the most suitable method relating to the sustainable transport of waste within North London?**

#### Options

- a. Do nothing to encourage waste travel by any alternative transport methods and continue the existing approach of assessing alternative transport opportunities at the planning application stage (e.g. through transport assessments); or
- b. Prioritise sites at locations providing access just to main arterial road networks; or
- c. Prioritise sites whose locations offer suitable access via any road networks; or
- d. Prioritise sites at locations allowing access to transport alternatives to road i.e. have wharves for water access and/or rail depots; or
- e. Prioritise sites offering access through a range of the above i.e. road, rail and water.



## Issue 5 – Location and Site Assessment Criteria

### Background

6.1 One of the biggest challenges in preparing waste planning documents is dealing with public concerns over the initial choice of sites for waste facilities. It is equally challenging to consider how to deal with the operational impacts of such a site both when designating the site and then in dealing with any resultant planning application.

6.2 Guidance on these issues is provided by Planning Policy Statement 10 (PPS10)<sup>32</sup>. Within that document, Waste Planning Authorities (WPAs) are instructed to identify in Development Plan Documents e.g. the North London Waste Plan, sites and areas suitable for new or enhanced waste management facilities for the needs of their areas.

6.3 Planning Policy Statement 10 (Paragraph 21) provides specific criteria against which site suitability for development can be assessed. Some of these criteria and the issues relating to and how each of these criteria might be addressed by the North London Waste Plan are outlined below:

- **‘The extent to which they support the policies in Policy Planning Statement 10’;**

The policies within Planning Policy Statement 10 are supportive of and derived from other legislation that seeks amongst other things to increase the levels of recycling and reduce the amount of putrescible waste going to landfill.

- **‘The physical and environmental constraints on development, including existing and proposed neighbouring land uses (see Annex E)’;**

Planning Policy Statement 10 Annex E Location Criteria provides a number of locational criteria to be applied when assessing site suitability. In testing the suitability of sites and areas waste planning authorities should consider the factors listed in Annex E:

- Protection of water resources
- Land instability
- Visual intrusion
- Nature conservation

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<sup>32</sup> Planning Policy statement 10: Planning for Sustainable Waste Management (ODPM, July 2005)  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/147411>

- Historic buildings and built heritage
  - Traffic and access
  - Air emissions including dust
  - Odour
  - Vermin and birds
  - Noise and vibration
  - Litter
  - Potential land use conflict
- 
- **‘The cumulative effect of previous waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential’;**

Cumulative effects are difficult to quantify except in cases where matters such as traffic flow or pollution levels can be accurately measured. Close liaison with the individual planning authorities will be necessary in order to identify any areas that are already considered to be subjected to the cumulative effects of development.

As issues of social cohesion and of social inclusion are also specifically referred to, an approach will need to be developed to communicate with and address the concerns of community groups and also ‘hard to reach’ communities such as young people or non English speakers.

The North London Waste Plan’s consultation and communications programme will seek to address these issues through targeted consultation activities such as workshops with ‘hard to reach’ groups. An Equalities Impact Assessment is also being produced as part of the Plan production process.
  - **‘The capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport’;**

Assessing existing and potential transport infrastructure capacity is a challenging prospect. This is particularly true when attempting to ensure sustainable transport of waste (refer to Issue 4 – Sustainable Transport).

- **‘Give priority to the re-use of previously-developed land, and redundant agricultural and forestry buildings and their curtilages’.**

In North London it is self evident that a considerable amount of land will have been previously developed but it is also possible that on the external fringes of the area there may be other parcels of land or collections of otherwise redundant buildings that could offer scope for waste management use.

6.4 Planning Policy Statement 10 (paragraph 24) states that unallocated sites should be considered favourably when consistent with Planning Policy Statement 10 policies and the Waste Planning Authority’s Core Strategy.

6.5 Every reasonable effort should be made to ensure that the appropriate level of site provision is made in terms of size, location, configuration etc. However there remains the possibility that previously unidentified ‘windfall’ sites may become available through unforeseen circumstances or that sites which were expected to make a contribution to the Plan do not.

6.6 By not specifically precluding unidentified ‘windfall’ sites the North London Waste Plan would be sufficiently flexible to allow new alternative sites to emerge. The Core Strategies of the North London boroughs will contain criteria against which planning applications for sites not allocated for waste facilities can be considered.

6.7 Planning Policy Statement 10 (paragraph 25 and Annex C) refers to the waste hierarchy (refer to figure 1), and requires that waste should be moved up the hierarchy whenever possible.

6.8 The London Plan <sup>33</sup> also provides the following guidance on criteria to be used in the identification of sites and allocation of sufficient land for waste management and disposal:

- Proximity to source of waste;
- The nature of activity proposed and its scale;
- The environmental impact on surrounding areas, particularly noise, emissions, odour and visual impact;
- The full transport impact of all collection, transfer and disposal movements, particularly maximising the potential use of rail and water transport;
- Primarily using sites that are located on Preferred Industrial Locations or existing waste management locations.

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<sup>33</sup> 4A.3, Early Alterations to the London Plan (Greater London Authority, December 2006)  
[http://www.london.gov.uk/mayor/strategies/sds/lon\\_plan\\_changes/docs-final/early-altis.pdf](http://www.london.gov.uk/mayor/strategies/sds/lon_plan_changes/docs-final/early-altis.pdf)

### ***Habitat Directive Assessment***

6.9 As part of the Sustainability Appraisal process, a screening assessment must be undertaken to determine whether or not there is a need to undertake a Habitat Directive Assessment (HDA). This is in accordance with Article 6(3) and (4) of the European Communities (1992) Council Directive 92/43/EEC<sup>34</sup> on the conservation of natural habitats and of wild fauna and flora ('Habitats Directive'). The EU Habitats Directive and Birds Directive are implemented in the UK through the Conservation (Natural Habitats & C.) Regulations 1994 (as amended)<sup>35</sup>.

6.10 The screening assessment identifies whether the plan or project is likely to have a significant effect on European designated conservation sites, either alone or cumulatively. Such designated sites include Special Areas for Conservation (SACs) e.g. Epping Forest, Special Protection Areas (SPAs) and RAMSAR sites (wetlands of international importance designated under the Ramsar convention) e.g. the Lea Valley. If it is unlikely that the plan or project will have a significant effect upon these sites, then there is no need to proceed to a Habitat Directive Assessment.

6.11 If however, it is considered likely that there will be significant effects on the designated sites, a Habitat Directive Assessment must be undertaken. The Habitat Directive Assessment will then determine whether or not the plan or project (either alone or cumulatively) will lead to an adverse impact on the site's integrity. Mitigation and alternative measures may be adopted if it is determined that the plan or project is likely to significantly impact upon the site. It should be noted that the screening exercise will extend to a 10 km radius around the geographical extent of the plan area.

### ***Strategic Flood Risk Assessment***

6.12 Planning Policy Statement 25 (PPS25) requires local planning authorities to apply a risk-based approach to the preparation of their Development Plan Documents with regard to possible flooding by carrying out a Strategic Flood Risk Assessment (SFRA).

6.13 In accordance with advice from the Environment Agency the seven North London boroughs are jointly undertaking a Strategic Flood Risk Assessment to inform their overall planning strategy and help to deliver sustainable development. This combined Strategic Flood Risk Assessment will also inform preparation of the North London Waste Plan, forming a basis from which to apply the sequential and exception tests when allocating sites.

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<sup>34</sup> European Communities (1992) Council Directive 92/43/EEC  
<http://www.internationalwildlifelaw.org/EUCouncilDirective92.html>

<sup>35</sup> Conservation (Natural Habitats & C.) Regulations 1994 (as amended)  
[http://www.opsi.gov.uk/si/si1994/Uksi\\_19942716\\_en\\_1.htm#end](http://www.opsi.gov.uk/si/si1994/Uksi_19942716_en_1.htm#end)

6.14 In line with current guidance, the Strategic Flood Risk Assessment will address catchment wide flooding issues with the aim to manage and reduce risk through the planning process by considering flood risk at the earliest stage. The SFRA will be produced in 2 stages:

- **Stage 1** - A coarse assessment of catchment wide flood risks produced by compiling and reviewing data already available from a variety of sources.
- **Stage 2** - A more detailed assessment of flood risk, taking account of existing flood management infrastructure, to be applied where development is to be located in areas that have a higher risk of flooding. (Please refer to Planning Policy Statement 25<sup>36</sup> for further information).

### What are the key issues?

6.15 The criteria laid out in Planning Policy Statement 10 and its Annex E provide a framework for the identification of sites for waste management facilities and the North London Waste Plan must be in accordance with these.

6.16 The criteria set out in Planning Policy Statement 10 (given above) offer a sound method for the identification and assessment of sites for waste management that could be adopted in the production of the North London waste Plan. However, it may be that other issues emerge through the consultation process and Sustainability Appraisal work that are unique to North London and that should be addressed by the Plan. Therefore, the Planning Policy Statement 10 criteria could be developed further to produce a set of criteria that are more relevant and specific to the application of waste management site selection in North London and should be reflected within the North London Waste Plan.

6.17 In the consultation conducted to date, consultees were asked if there are any particular areas that should be avoided for new waste management sites. The most common responses given were: residential areas, parks/green spaces, schools and hospitals.

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<sup>36</sup> Planning Policy Statement 25: Development and Flood Risk (DCLG, December 2006)  
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/154271>

### Question 10

**Do you think the site and location assessment criteria provided in Planning Policy Statement 10 (as stated in paragraphs 6.3 and 6.8 above) are sufficient for identifying sites for waste management facilities within North London?**

#### Options

- a. The location and site assessment criteria as specified in Planning Policy Statement 10, its Annex E and the London Plan are sufficient; or
- b. The location and site assessment criteria as specified in Planning Policy Statement 10, its Annex E and the London Plan alone are not sufficient and need to be developed to provide a more detailed set of criteria specific to North London. Please suggest other criteria; or
- c. Neither of the above options. Please specify alternatives.

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## Issue 6 – Construction, Demolition and Excavation Wastes

### Background

7.1 Data on Construction, Demolition and Excavation wastes arisings are not available at a sub-regional level however there are data for London available for 2005<sup>37</sup>. Eight million tonnes of Construction, Demolition and Excavation Wastes were produced in London in 2005 and only 1 million tonnes was used or disposed of at landfill, the rest being recycled or put to use on exempt sites (i.e. exempt from Waste Management Licensing).

7.2 The borough level waste apportionment for London does not take management of Construction, Demolition and Excavation wastes into account so there is no regional policy in place to ensure that authorities make provision for the management of Construction, Demolition and Excavation wastes.

7.3 There is potential for more Construction, Demolition and Excavation wastes production as the construction and preparation for the 2012 Olympics commences, as well as from construction activities being undertaken to meet North London's housing targets. The extent to which such activity will affect North London is currently unknown.

### What are the key issues?

7.4 Making provision for Construction, Demolition and Excavation wastes will assist North London in becoming more self sufficient and go a step further than the self sufficiency plans for London. However it is difficult to make provision for management of Construction, Demolition and Excavation wastes as it is mainly managed on site rather than transported to a facility.

7.5 It could potentially be assumed that whatever the level of Construction, Demolition and Excavation wastes arising in North London it is likely that the majority is reused or recycled due to the cost of transporting such wastes and disposing of them to landfill as well as the cost associated with using virgin materials as opposed to reuse. The draft Further Alterations to the London Plan assumes that its policy of 95% recycling/reuse of construction wastes will be met<sup>38</sup>.

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<sup>37</sup> Survey of Arisings and Use of Alternatives to primary aggregates in England (Department of Communities and Local Government, 2005)

<sup>38</sup> Draft Further Alterations to the London Plan (Greater London Authority, September 2006)

## Question 11

**Should we account for Construction, Demolition and Excavation wastes when making provision for waste management facilities?**

### Options

- a. Make assumptions on Construction, Demolition and Excavation waste arising and include capacity provision to manage the arising; or
- b. Assume that Construction, Demolition and Excavation wastes are managed on site and mostly recycled and therefore make a provision for what may need to be disposed of; or
- c. Make no provision for Construction, Demolition and Excavation wastes.



## Issue 7 – Hazardous Wastes

### Background

8.1 Hazardous waste contains potentially damaging properties which may make it harmful to human health or the environment. It includes materials such as asbestos, fluorescent light tubes and industrial chemicals. There are no recent figures for the production and management of Hazardous wastes in North London however Hazardous waste arisings in North London in 2004 amounted to 63,404 tonnes<sup>39</sup>.

8.2 Over half of the arisings originate from Construction, Demolition and Excavation wastes and asbestos or waste water treatment and the water industry. In 2003 the Environment Agency found that less than 1,000 tonnes of Hazardous wastes were managed in the North London and Western Riverside London sub regions.

8.3 The transport and management of Hazardous wastes can be a contentious issue. The borough level waste apportionment for London does not take the management of such wastes into account; consequently there is no regional policy in place to ensure that authorities make provision for Hazardous waste management.

### What are the key issues?

8.4 Making provision for Hazardous wastes will assist North London in becoming more self sufficient in managing its waste and go a step further than the self sufficiency plans for London.

8.5 There are fewer sites for Hazardous waste management and disposal than for the majority of other types of waste as the arisings are lower and treatment is expensive – generally resulting in Hazardous waste sites with a regional or even national catchment area.

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<sup>39</sup> Special Waste Database, SWaT (Environment Agency, 2004)

## Question 12

**Should we account for Hazardous wastes when making provision for waste management facilities?**

### Options

- a. Make assumption on Hazardous waste arising and include capacity provision to manage the arising; or
- b. Assume that Hazardous wastes are mainly managed elsewhere and make a small provision for what may need to be treated or disposed of; or
- c. Make no provision for Hazardous wastes.

## Appendices

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## Appendix 1 - Glossary

**Aerobic** Exposed to air (oxygen).

**Aerobic Digestion** (Composting) The biological decomposition of organic material by micro-organisms under controlled, aerobic (in air) conditions.

**Agricultural Waste** Waste generated on farms or other agricultural premises such as market gardens. It consists of a diverse range of both natural (organic) and non-natural wastes including discarded pesticide containers, plastics such as silage wrap, bags and sheets, packaging waste, tyres, batteries, old machinery and oil etc.

**Anaerobic Digestion (AD)** Biodegradable material is broken down in the absence of air (oxygen). Material is placed into a closed vessel and in controlled conditions it breaks down into digested material and biogas.

**Apportionment** Please see 'London Plan Apportionment'.

**Area Action Plan** Type of Development Plan Document focused upon a specific location or area which guides development and improvements. It forms one component of a Local Development Framework.

**Autoclave** A method of sterilisation. Waste is loaded into a rotating sealed cylinder and the biodegradable fraction of this waste is then broken down by steam treatment into a homogeneous organic 'fibre'.

**Best Practicable Environmental Option (BPEO)** This is the most cost effective and environmentally-friendly solution.

**Best Value Performance Indicators (BVPI)** These are targets set by the Audit Commission to assess local authority's performance in different service areas.

**Biodegradable** Biodegradable materials are generally organic, such as plant and animal matter and other substances originating from living organisms. They can be chemically broken down by naturally occurring micro-organisms into simpler compounds. Waste which contains organic material can decompose producing biogas, leachate and other by-products.

**Biological Mechanical Treatment (BMT)** A combination of biological treatment and mechanical separation techniques – either aerobic or anaerobic, or a combination of the two, which are designed to extract and/or treat fractions of waste.

**Biodegradable Municipal Waste (BMW)** Waste from households that is capable of undergoing natural decomposition such as paper and cardboard, garden and food waste.

**Bring Bank** Places where members of the public can bring their waste and separate it into large containers (e.g. bottle and paper banks at local supermarkets).

**Civic Amenity Site (CAS)** Facilities where members of the public can bring a variety of household waste. Materials accepted include, for example, paper, plastic, metal, glass and bulky waste such as tyres, refrigerators, electronic products, waste from DIY activities and garden waste. These sites are also known as 'HWRCs' Household Waste Recycling Centres, or 'RRCs' Reuse and Recycling Centres.

**Climate Change** Regional or global-scale changes in historical climate patterns arising from natural and/or man-made causes that produce an increasing mean global surface temperature.

**Clinical Waste** Waste arising from medical, nursing, veterinary, pharmaceutical, dental or related practices, where risk of infection may be present.

**Combined Heat and Power (CHP)** The combined production of heat (usually in the form of steam) and power (usually in the form of electricity). The heat is often used as hot water to serve a district-heating scheme.

**Commercial Waste** Waste produced from premises used solely or mainly, for the purpose of a trade or business or for sport, recreation or entertainment.

**Commercial and Industrial Waste (C&I)** Waste arising from business and industry. Industrial waste is waste generated by factories and industrial plants. Commercial waste is waste arising from the activities of traders, catering establishments, shops, offices and other businesses. Commercial and Industrial waste may for example include food waste, packaging and old computer equipment.

**Composting** A biological process which takes place in the presence of oxygen (aerobic) in which organic wastes, such as garden and kitchen waste are converted into a stable granular material. This can be applied to land to improve soil structure and enrich the nutrient content of the soil.

**Construction, Demolition and Excavation Waste (CD&E)** Waste arising from the construction, maintenance, repair and demolition of roads, buildings and structures. It is mostly comprised of concrete, brick, stone and soil, but can also include metals, plastics, timber and glass.

**Core Strategy** A Local Development Document (which is also a Development Plan Document) which provides a written statement of the core policies for delivering the spatial strategy and vision for the area, supported by a reasoned justification.

**Department for the Environment Food and Rural Affairs (DEFRA)** Government department with national responsibility for sustainable waste management amongst other things.

**Development Control Document** A set of criteria-based policies in accordance with the Core Strategy, against which planning applications for the development and use of land and buildings will be considered. Also known as Site Development Policies.

**Development Plan Document (DPD)** These are statutory local development documents prepared under the Planning and Compulsory Purchase Act 2004, which set out the spatial planning strategy and policies for an area. They have the weight of development plan status and are subject to community involvement, public consultation and independent examination.

**Energy from Waste (EfW)** Energy that is recovered through thermally treating waste.

**Energy Recovery** The combustion of waste under controlled conditions in which the heat released is recovered to provide hot water and steam (usually) for electricity generation (see also Recovery).

**Environment Agency (EA)** Environmental Regulatory Authority formed in 1996, combining the functions of the former National Rivers Authority, Waste Regulation Authorities and Her Majesty's Inspectorate of Pollution.

**Examination in Public (EiP)** Presided over by an Inspector or a Panel of Inspectors appointed by the Secretary of State this can consist of a formal hearing or round table discussion, or written representations to consider the policies and proposals of the local planning authority's Development Plan Documents. This is also known as an Independent Examination. Persons who have made a response on the Development Plan Document at the submission stage have a right, if they so wish, to present their case at the Independent Examination.

**Exempt Sites** Exempt from Waste Management Licensing.

**Gasification** The thermal breakdown of organic material by heating waste in a low oxygen atmosphere to produce a gas. This is then used to produce heat/electricity.

**Greater London Authority (GLA)** The GLA is a unique form of strategic citywide government for London. It is made up of a directly elected Mayor – the Mayor of London - and a separately elected Assembly – the London Assembly.

**Green Belt** A planning designation to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

**Green Waste** Organic waste from parks, gardens, wooded and landscaped areas such as tree prunings, grass clippings, leaves etc

**Greenhouse Gas** A gas in the Earth's atmosphere that traps heat and can contribute to global warming. Examples include carbon dioxide and methane.

**Ha** Hectare

**Habitat Directive Assessment** This is a requirement of the European Habitats Directive. Its purpose is to assess the impacts of plans and projects on internationally designated sites and nature conservation sites.

**Hazardous Waste** Waste that contains potentially damaging properties which may make it harmful to human health or the environment. It includes materials such as asbestos, fluorescent light tubes and lead-acid batteries. The European Commission has issued a Directive on the controlled management of hazardous waste; wastes are defined as hazardous on the basis of a list created under that Directive.

**Household Waste** Waste from a private dwelling or residential house or other such specified premises, and includes waste taken to household waste recycling centres.

**Household Waste Recycling Centre (HWRC)** Facilities to which the public can bring household waste, such as bottles, textiles, cans, paper, green waste and bulky household items/waste for free disposal.

**Incineration** The burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion, either to reduce its volume (in the case of municipal solid waste) or its toxicity (such as for organic solvents). Municipal solid waste incinerators can recover power and/or heat.

**Industrial Business Park (IBP)** Strategic employment location designed to accommodate general industrial, light industrial and research and development uses that require a higher quality environment and less heavy goods access than a Preferred Industrial Location.

**Industrial Waste** Waste from a factory or industrial process.

**Inert Waste** Waste that is not active – it does not decompose or otherwise change.

**In-vessel (enclosed) Composting** Shredded waste is placed inside a chamber or container through which air is forced. This speeds up the composting process.

**Joint Municipal Waste Management Strategy (JMWMS)** The development of a Municipal Waste Management Strategy is a dynamic process and results in a clear framework for the management of municipal waste, and waste from other sectors as appropriate. This sets out how authorities intend to optimise current service provision as well as providing a basis for any new systems or infrastructure that may be needed. The Strategy should act as an up to date, regularly reviewed, route-map for further investment required.

**Joint Waste Development Plan Document (JWDPD)** Planning document which will provide a basis for the provision of waste management infrastructure in the sub-region e.g. the North London Waste Plan (see 'North London Waste Plan').

**Kerbside Collection** Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand.

**Ktpa** Kilo-tonnes per annum.

**Landfill** The deposit of waste onto and into land, in such a way that pollution or harm to the environment is prevented and, through restoration, to provide land which may be used for another purpose.

**Landfill Allowance Trading Scheme (LATS)** Process of apportionment, by local authority area, of the tonnage of biodegradable municipal waste that may be disposed of to landfill to meet EU Landfill Directive targets.

**Leachate** Liquid from a landfill site containing chemical components of the buried waste.

**Local Development Framework (LDF)** A portfolio of local development documents that will provide the framework for delivering the spatial planning strategy and policies for an area.

**Local Development Scheme (LDS)** A document setting out the local planning authority's intentions for its Local Development Framework; in particular, the Local Development Documents it intends to produce and the timetable for their production and review.

**London Plan** This is the Spatial Development Strategy for London. This document was produced by the Mayor of London to provide a strategic framework for the boroughs' Unitary Development Plans. It will now perform this function in respect of Local Development Frameworks. It was first published in February 2004 and alterations have since been published in September 2006 and 2007. It has the status of a development plan under the Planning & Compulsory Purchase Act 2004.

**London Plan Apportionment** Allocates to each individual borough a given proportion of London's total waste (expressed in tonnes) for which sufficient sites for managing and processing waste must be identified within their Local Development Frameworks

**London Waste and Recycling Board** This board assists in delivering increased sustainable waste management in London. It manages the London Waste and Recycling Fund, and also provides advice on strategic London waste issues to London Boroughs and the Mayor.

**Materials Recycling Facility or Materials Recovery Facility (MRF)** A special sorting 'factory' where mixed recyclables are separated into individual materials prior to despatch to reprocessors who wash and prepare the materials for manufacturing into new recycled products.

**Mechanical Biological Treatment (MBT)** A combination of mechanical separation techniques and biological treatment – either aerobic or anaerobic, or a combination of the two, which are designed to extract and / or treat fractions of waste.



**Multi-Modal Refuse Collection Vehicle (MMRCV)** This is a refuse collection vehicle which uses interchangeable bodies. Once full, these can be deposited at a local transfer station and an empty unit loaded onto the vehicle, so it can resume waste collection. These bodies are potentially transferable to other modes of transport - for example canal and railway.

**Municipal Solid Waste (MSW)** Any waste collected by or on behalf of a local authority. For most local authorities the vast majority of this waste is from the households of their residents. Some is from local businesses and other organisations such as schools and the local authorities own waste.

**North London Waste Authority (NLWA)** North London's statutory waste disposal authority. The NLWA's main function is to arrange the disposal of waste collected by its' seven constituent boroughs. These boroughs are: Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest.

**North London Joint Waste Strategy** North London Waste Authority is currently preparing a new Joint Waste Strategy that will cover up to 2020. This strategy will be used to facilitate the procurement of new waste management services to increase recycling and recovery and divert more waste from landfill. It will be used to design the new North London Waste Authority integrated waste management contract that is due to be let when the current contract ends in 2012.

**North London Waste Plan (NLWP)** The Joint Waste Development Plan Document being produced for North London (see 'Joint Waste Development Plan Document').

**Planning Policy Statement 10 (PPS10)** Guidance documents relating to 'Planning for Sustainable Waste Management' which set out a number of key concepts which should be considered and statutory requirements of local and regional planning policy documents.

**Preferred Industrial Location (PIL)** Strategic employment site normally suitable for general industrial, light industrial and warehousing uses.

**Putrescible** Materials that readily decompose through bacterial action. Includes food waste, plant/garden waste, and other organic-based wastes.

**Pyrolysis** The heating of waste in a closed environment (i.e. in the absence of oxygen) to produce a secondary fuel product.

**Railhead** This is a terminus of a railway line that interfaces with another transport mode e.g. road network.

**RAMSAR** Sites which are wetlands of international importance designated under the Ramsar Convention

**Recovery** The process of extracting a product of value from waste materials, including recycling, composting and energy recovery.

**Recycling** Recovering re-usable materials from waste or using a “waste” material for a positive purpose.

**Refuse Collection Vehicle (RCV)** A vehicle used for the collection of waste.

**Refuse Derived Fuel (RDF)** Material produced from waste that has undergone processing. Processing can include separation of recyclables and non-combustible materials, shredding, size reduction, and palletising.

**Re-use** The re-use of materials in their original form, without any processing other than cleaning.

**Re-use and Recycling Centre (RRC)** Facilities to which the public can bring household waste, such as bottles, textiles, cans, paper, green waste and bulky household items/waste for free disposal.

**Scoping** The process of deciding the scope and level of detail of the SEA or EIA.

**Self-sufficiency** Dealing with wastes within the administrative region where they are produced.

**Site Development Policies** A set of criteria-based policies in accordance with the Core Strategy, against which planning applications for the development and use of land and buildings will be considered. To set out all qualifying site allocations other than those contained in Area Action Plans.

**Site of Special Scientific Interest (SSSI)** A specifically defined area which protects ecological or geological features.

**Small and Medium Enterprises (SMEs)** These are companies whose headcount or turnover falls below certain limits.

**Spatial Planning** Spatial Planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

**Solid Recovered Fuel (SRF)** These are solid fuels (also named ‘Refuse Derived Fuels’ – RDF) prepared from non-hazardous waste to be utilised for energy recovery.

**Special Protection Areas (SPA)** A SSSI considered to be of international importance designated under the EC Directive on the Conservation of Wild Birds.

**Statement of Community Involvement (SCI)** A Local Development Document which sets out the Council’s policy for involving the public and other stakeholders in the preparation and revision of the Local Development Framework.

**Strategic Employment Locations (SELs)** These comprise Preferred Industrial Locations, Industrial Business Parks and Science Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of the general business, industrial and warehousing sectors.

**Sub-Regions** Sub-regions are the primary geographical features for implementing strategic policy at the sub-regional level.

**Sustainable Waste Management** Using material resources efficiently to cut down on the amount of waste we produce and, where waste is generated, dealing with it in a way that actively contributes to economic, social and environmental goals of sustainable development.

**Sustainability Appraisal (SA)** A formal process which analyses and evaluates the environmental, social and economic impacts of a plan or programme.

**Sustainability Appraisal Commentary** Commentary report that raises sustainability issues relating to the Issues and Options report.

**Sustainability Appraisal Panel (SAP)** An independent appraisal panel set by the seven North London authorities to comment on and influence the North London Waste Plan preparation.

**Transport for London (TfL)** An integrated body responsible for the Capital's transport system. The primary role of TfL, which is a functional body of the Greater London Authority, is to implement the Mayor of London's Transport Strategy and manage transport services across London.

**Thermal Treatment** Treatment of waste using heat e.g. incineration, pyrolysis and gasification.

**Tpa** Tonnes per annum

**Unitary Development Plan (UDP)** A type of development plan introduced in 1986, that is to be replaced by Local Development Frameworks.

**Waste Arising** The amount of waste generated in a given locality over a given period of time.

**Waste Collection Authority (WCA)** Organisation responsible for collection of household waste e.g. your local council.

**Waste Disposal Authority (WDA)** Organisation responsible for disposing of municipal waste. For North London this is the North London Waste Authority (NLWA).

**Waste Electrical and Electronic Equipment (WEEE) Directive** Aims to prevent the disposal of electrical and electronic goods and ensure greater levels of recovery and disassembly.

**Waste Hierarchy** An order of waste management methods based on their predicted sustainability.

**Waste Management Capacity** The amounts of waste currently able to be managed (recycled, composted or energy recovered) by waste management facilities within North London.

**Waste Management Licence (WML)** The licence required by anyone who proposes to deposit, recover or dispose of controlled waste.

**Waste Minimisation** Reducing the volume of waste that is produced. This is at the top of the Waste Hierarchy.

**Waste Planning Authority (WPA)** Local authority responsible for waste planning. In North London all seven boroughs are the Waste Planning Authority for their area.

**Waste Transfer Station** A facility where waste is delivered for sorting prior to transfer to another place for recycling, treatment or disposal.

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## Appendix 2 - Questionnaire

### ■ Why a Waste Plan for North London?

#### Question 1

**Do you agree with the aims and objectives of the Plan and the Plan making process?**

#### Question 2

**What other aims and objectives, if any would you suggest?**

#### Question 3

**Are there any other key issues the Plan should address in respect of waste?**

### ■ Issue 1 – Self Sufficiency for North London

#### Question 4

**Should North London provide just enough land to meet the waste tonnages apportioned through the London Plan, or go beyond the target and identify sufficient land to manage even more of North London's waste within its area to become more self sufficient (Refer to figure 12 in Issues and Options report)?**

#### Options

- a. Make provision only for the quantity of waste apportioned to North London through the London Plan and understand that London as a whole will become more self sufficient; or
- b. Make more sites available to manage even more of North London's waste, being as self sufficient as possible; or
- c. Make provision for the apportionment and some extra provision to allow for contingency and for other wastes such as Construction and Demolition, Hazardous; or
- d. Another option (please specify).

■ **Issue 2 – Number, size and distribution of Waste Management Facilities**

**Question 5**

**Are there any sites within the broad locations set out in the Early Alterations to the London Plan that you think are particularly suitable or unsuitable for waste management?**

**Question 6**

**Are there any locations that may provide suitable locations for waste management facilities that are not covered by the broad locations set out in the Early Alterations to the London Plan? (This can include areas outlined in Area Action Plans)**

**Question 7**

**Which of the following options offers the best approach for determining number, size and distribution of waste management facilities within North London?**

**Options**

- a. A centralised approach that relies on a fewer number of large facilities; or
- b. A de-centralised approach that is based on a larger number of smaller facilities; or
- c. A hybrid of these two approaches. A hybrid of these approaches would see sub-regional clusters of larger sites, perhaps with multiple facilities, combined with a larger number of smaller sites either supplying waste to these larger sites and facilities or bulking recyclables for onward movement.
- d. Can you suggest any alternatives to the above?

### ■ Issue 3 – Waste Treatment and Disposal Options

#### Question 8

**How should we allocate sites with respect to the type of waste management activity taking place on each site?**

#### Options

- a. Allocate specific technology types to specific sites; or
- b. Allocate sites for general waste use; or
- c. Allocate sites that are suitable for a given range of specified facility/technology types; or
- d. A combination of the above options so that some sites are specific for certain technologies and other sites will be suitable for a mixture of technologies.

### ■ Issue 4 – Sustainable Transport

#### Question 9

**Which of the following five options provides the most suitable method relating to the sustainable transport of waste within North London?**

#### Options

- a. Do nothing to encourage waste travel by any alternative transport methods and continue the existing approach of assessing alternative transport opportunities at the planning application stage (e.g. through transport assessments); or
- b. Prioritise sites at locations providing access just to main arterial road networks; or
- c. Prioritise sites whose locations offer suitable access via any road networks; or
- d. Prioritise sites at locations allowing access to transport alternatives to road i.e. have wharves for water access and/or rail depots; or
- e. Prioritise sites offering access through a range of the above i.e. road, rail and water.

## ■ Issue 5 – Location and Site Assessment Criteria

### Question 10

**Do you think the site and location assessment criteria provided in Planning Policy Statement 10 and the London Plan (as stated in paragraphs 6.3 and 6.8 of Issues and Options report) are sufficient for identifying sites for waste management facilities within North London?**

#### Options

- a. The location and site assessment criteria as specified in Planning Policy Statement 10, its Annex E and the London Plan are sufficient; or
- b. The location and site assessment criteria as specified in Planning Policy Statement 10, its Annex E and the London Plan alone are not sufficient and need to be developed to provide a more detailed set of criteria specific to North London. Please suggest other criteria; or
- c. Neither of the above options. Please specify alternatives.

## ■ Issue 6 – Construction, Demolition and Excavation Wastes

### Question 11

**Should we account for Construction, Demolition and Excavation wastes when making provision for waste management facilities?**

#### Options

- a. Make assumptions on Construction, Demolition and Excavation waste arising and include capacity provision to manage the arising; or
- b. Assume that Construction, Demolition and Excavation wastes are managed on site and mostly recycled and therefore make a provision for what may need to be disposed of; or
- c. Make no provision for Construction, Demolition and Excavation wastes.



■ Issue 7 – Hazardous Wastes

Question 12

**Should we account for Hazardous wastes when making provision for waste management facilities?**

Options

- a. Make assumption on Hazardous waste arising and include capacity provision to manage the arising; or
- b. Assume that Hazardous wastes are mainly managed elsewhere and make a small provision for what may need to be treated or disposed of; or
- c. Make no provision for Hazardous wastes.

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## Appendix 3 - Policy and Strategy Context

### ***European Policy/Strategy***

#### **EU Waste Framework Directive (75/442/EEC) (European Parliament and Council, 2006)**

The EU Waste Framework Directive was the first European directive to concentrate solely on waste. It focuses on waste minimisation, the reduction of waste production and its impacts on the environment.

This directive promotes the development of efficient and clean technology to process waste. Also a key principle of this directive is the waste hierarchy, which requires that waste minimisation, followed by reuse and recycling, are implemented before waste is recovered or disposed of.

#### **EU Landfill Directive (99/31/EC) (European Parliament and Council, 1999)**

The principal objectives of the Landfill Directive are to encourage recycling and recovery of waste materials and ensure that as much biodegradable municipal waste (BMW) is diverted away from landfill in order to reduce methane emissions.

The diversion of BMW is planned to increase over a 20 year period and is expressed as percentage reduction of tonnage measured in 1995, culminating in the year 2020.

- **By 2010:** Reduce the amount of BMW landfilled to 75% of that produced in 1995.
- **By 2013:** Reduce the amount of BMW landfilled to 50% of that produced in 1995.
- **By 2020:** Reduce the amount of BMW landfilled to 35% of that produced in 1995.

To ensure that these challenging targets are met, the Government has introduced the Landfill Allowance Trading Scheme (LATS), which sets allowances for landfill of biodegradable municipal waste for each waste disposal authority.

The directive has been transposed into UK law via The Landfill (England and Wales) Regulations 2002. It imposes some significant implications for the North London Waste Authority boroughs, and will increase the cost of landfill as a method of disposal, including;

- Re-classification of landfills as either, hazardous, non-hazardous or inert;
- End of co-disposal of hazardous, and non-hazardous materials;
- Liquid and chemical wastes can no longer be sent to landfill;

- Total ban on tyres being sent to landfill;
- All waste must be pre-treated before it can be landfilled and;
- Landfill sites that continue to operate must obtain a Pollution Prevention Control (PPC) permit.

#### Other relevant European Policy/Strategy

- ***End of Life Vehicles Directive (2000/53/EC) (European Parliament and Council, 2000)*** - The main aim of the directive is to prevent, or at least reduce the waste arisings from End of Life Vehicles and to ensure that recycling and recovery rates increase. It requires operators e.g. producers and dismantlers to set up suitable systems for the collection of End of Life Vehicles and establishes reuse, recycling and recovery targets.
- ***Waste Electrical and Electronic Equipment Regulations (2002/96/EC and 2003/108/EC) (European Parliament and Council, 2003)*** - The Waste Electrical and Electronic Equipment (WEEE) Directive impacts on manufacturers, distributors and recyclers of electrical and electronic equipment as it aims to reduce waste arisings of WEEE and ensure that re-use, recycling and recovery is increased. The range of WEEE is vast and would typically include many common electrical items found in the home.
- ***Directive on Packaging and Packaging Waste (94/62/EC) (European Parliament and Council, 1994)*** - The key aim of this directive is to have a positive impact on the damaging environmental effects of excessive packaging and packaging waste. Furthermore, it seeks to develop a re-use and minimisation approach and to introduce recovery and recycling targets for packaging waste.
- ***Hazardous Waste Directive (91/689/EEC) (European Parliament and Council, 1991)*** - This directive is implemented in UK law through the Hazardous Waste (England and Wales) Regulations 2005 and the List of Waste (England) Regulations 2005. It aims to improve the controlled management of hazardous waste, and defines wastes as hazardous on the basis of a list (European Waste Catalogue) created under the directive.
- ***Integrated Pollution Prevention and Control (IPPC) Directive (96/61/EC) (European Parliament and Council, 1996)*** - This directive aims to reduce the effects of pollution from industry and it has been incorporated into UK law through the Pollution Prevention and Control (PPC) (England and Wales) Regulations 2000.
- ***Substances which damage the ozone layer Directive (2037/2000) (European Parliament and Council, 2000)*** - These EU regulations provide guidance on any substances that are considered to have a negative impact on the ozone layer including items such as solvents, fire-fighting fluids and refrigerants.

- **Waste Incineration Directive (2000/76/EC) (European Parliament and Council, 2000)** - This directive seeks to minimise the negative impacts on human health and the general environment of emissions to air, soil, surface and groundwater from the incineration of waste.

### **National Policy/Strategy**

#### **Waste Strategy for England 2007 (Department for Environment Food and Rural Affairs, May 2007)**

The recently published strategy acknowledges that progress has been made since the initial waste strategy was produced in 2000 and that this has been achieved through significant policy changes, for example the landfill tax escalator, Landfill Allowance Trading Scheme (LATS) and Private Finance Initiative (PFI) funding which has provided new waste infrastructure. However, it also identifies that further improvements need to be made and that the responsibility for this rests with all stakeholders including producers, retailers, consumers, local authorities and the waste industry.

In order to make these improvements the Government has set key objectives including separating waste growth from economic growth, meeting and exceeding landfill diversion targets (including the diversion of non-municipal waste), acquiring further investment in waste infrastructure and, increasing the recycling of materials and the recovery of energy from residual waste. Central Government believe that this will provide a major annual net reduction in greenhouse gas emissions produced as part of managing the UK's waste.

Supporting these objectives is a new set of national targets including;

- Reducing the amount of household waste not re-used, recycled or composted by 29% in 2010 (they also aspire to reduce it by a further 45% by 2020);
- Recycling and composting at least 40% of household waste by 2010, 45% by 2015 and 50% by 2020 and;
- Recovering 53% of municipal waste by 2010, 67% by 2015 and 75% by 2020.

The Government has also indicated that a new target for landfilling of commercial and industrial waste will be introduced and that they may also initiate targets to halve the amount of construction, demolition and excavation waste going to landfill by 2012.

Furthermore, the Government has set out their key proposals for action that include financial incentives, more effective regulation, specific targeting of key materials, further investment in waste infrastructure, improvements in local and regional governance, and culture change. Specific actions include;

- Increasing the tax escalator by £8 per year from 2008 until at least 2010/2011;

- Consulting on financial incentives for householders to recycle more of their domestic waste;
- Increasing capital allowances;
- Improving waste protocols on the landfilling of biodegradable waste or recyclable materials and fly-tipping;
- Targeting paper, food, glass, aluminium, wood, plastics and textiles;
- Improvement of producer responsibility arrangements to have a positive impact on packaging and junk mail;
- Better procurement through enhanced central support;
- Encouraging partnership working between local authorities in two-tier areas and engagement with Small and Medium Enterprises (SMEs) and;
- Extended involvement of third sector expertise, reduction of waste and increased recycling at educational establishments and providing more recycling bins in public places.

**Planning Policy Statement 10: Planning for Sustainable Waste Management (PPS10) (ODPM, July 2005)**

This planning document sets key objectives that local authorities should adhere to when developing their own planning strategies. It acknowledges the importance of efficient and effective planning in providing sustainable waste management solutions and follows the general principles established in the Waste Framework Directive.

In terms of development in London, it requires all local authorities to follow directions given in the London Plan (discussed in Regional Policy section 2.2.3), which should provide them with suitable guidance in preparing the local development plans. PPS10 dictates that the London Plan should identify the required waste infrastructure to meet the expected waste arisings over a given period of time.

**Securing the Future: Delivering UK Sustainable Development Strategy 2005 (Department for Environment, Food and Rural Affairs, March 2005)**

This strategy document identifies new goals, principles and priorities for sustainable development focussing on such issues as:

- Environmental limits;
- Sustainable consumption and production;
- Climate change;

- Natural resources protection; and
- Sustainable communities.

#### **Other Relevant National Policy/Strategy**

- ***The Waste Incineration (England and Wales) Regulations 2002 (Department for Environment, Food and Rural Affairs, 2002)*** - These regulations transpose parts of the EU Waste Incineration Directive into UK law.
- ***The Landfill (England and Wales) Regulations 2002 (Department for Environment, Food and Rural Affairs, 2002)*** - These regulations and further amendments in 2004 and 2005 transpose the Landfill Directive into UK law and mainly impose requirements on the operators of landfills to adhere to its guidance. However, it does impact on waste producers as they are expected to work closely with the landfill operators in order to satisfy all requirements of the legislation.
- ***The Pollution Prevention and Control (PPC) (England and Wales) Regulations 2000 (Department for Environment, Food and Rural Affairs, 2000)***- The Integrated Pollution Prevention Control Directive is brought into UK law via these regulations. One of the key issues is that in order to gain a valid operating permit, operators have to develop waste management plans that apply 'Best Available Techniques' (BAT) but at the same time, take into consideration any significant local factors.
- ***Ozone Depleting Substances (Qualifications) Regulations 2006 (Department for Environment, Food and Rural Affairs, 2006)*** - These regulations provide guidance on any substances that are considered to have a negative impact on the ozone layer including items such as solvents, fire-fighting fluids and refrigerants.

#### **Regional Policy/Strategy**

**The London Plan: Spatial Development Strategy for Greater London (Greater London Authority, February 2004), Draft Further Alterations to the London Plan (Greater London Authority, September 2006) and Early Alterations to the London Plan (Greater London Authority, December 2006)**

The London Plan is the Mayor's planning strategy for the capital. Boroughs have a legal duty to ensure that their own local development frameworks broadly conform to the policies contained within the London Plan.

A crucial test placed upon the North London Waste Plan will be the extent to which it conforms to the waste policies of the London Plan. Ultimately this will be determined by the planning inspectorate through the examination in public of the document in late 2010.

The London Plan is an evolving document and since its adoption has undergone two separate occasions of updating. The second of these series of changes is currently undergoing and Examination in Public. Crucially, for the purposes of this document, these 'further alterations' to the London plan contain a draft 'apportionment of waste to individual boroughs. The apportionment is a process through which London's collective waste facility needs can be equitably shared amongst the 33 boroughs, depending on a whole range of criteria such as the amount of available and suitable land, the presence of river wharfs and railheads for sustainable transport etc.

When formally adopted, boroughs are obligated to identify enough sites within their boroughs that have the potential to accommodate facilities within enough capacity to meet the apportionment.

#### **North London Joint Municipal Waste Management Strategy (North London Waste Authority, September 2004)**

The North London Waste Authority is currently finalising the formal adoption of their new Joint Municipal Waste Management Strategy. This strategy covers the period up to 2020 and will be used to facilitate the procurement of new waste management services to increase recycling and recovery and divert more waste from landfill. It will be used to design the new North London Waste Authority integrated waste management contract that is due to be let when the current contract ends in 2012.

#### **Unitary Development Plans**

A Unitary Development Plan (UDP) is a land use plan. It is a statutory plan produced by each borough which integrates strategic and local planning responsibilities through policies and proposals for the development and use of land in their area. These are being replaced by Local Development Frameworks.

Unitary Development Plans identify particular areas as suitable for housing, industry, retail or other uses, and set out the policies which the authority proposes to apply in deciding whether or not development will be permitted. The preparation of Unitary Development Plans gives the community the opportunity to influence the detailed policies and specific proposals for the future development and use of land in their area. As the plan forms the statutory basis for planning decisions, it is important that local people are involved in its preparation. There are several opportunities for people to make their views known during the preparation process.

#### **Local Development Frameworks**

The Local Development Framework (LDF) is a non-statutory term used to describe a portfolio of interrelated documents, which includes all the local planning authority's local development documents.

A Local Development Framework is comprised of:

- Development Plan Documents (which form part of the statutory development plan);
- Supplementary Planning Documents.

The Local Development Framework will also contain:

- The Statement of Community Involvement;
- The Local Development Scheme;
- The Annual Monitoring Report; and
- Any Local Development Orders or Simplified Planning Zones that may have been added.



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