

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

NORTH LONDON WASTE PLAN PREFERRED OPTIONS REPORT

REPORT OF:

HEAD OF WASTE STRATEGY AND CONTRACTS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

9th December 2009

SUMMARY OF REPORT:

This report summarises the North London Waste Plan (NLWP) Preferred Options document which was issued for public consultation on 14th October 2009 and outlines its implications for the Authority. The NLWP Preferred Options details the next steps for the seven north London boroughs as planning authorities in terms of producing a spatial strategy for waste for the area.

Appendix 2 of the report is a draft Authority response to the consultation which Members are recommended to approve. This has already been submitted as an officer response that is subject to Member approval as the deadline was 24th November 2009.

The final Plan will allocate land for waste facilities in north London and will detail the policies which will be used in determining planning applications for such facilities for the period to 2021.

RECOMMENDATIONS

The Authority is recommended to:

- (i) note the contents of this report;
- (ii) approve the draft consultation response to the NLWP Preferred Options which is attached as Appendix 2.

**Signed by Head of Waste Strategy
and Contracts**



Date: 30th November 2009

1.0 BACKGROUND TO THE NORTH LONDON WASTE PLAN

- 1.1 The seven constituent borough councils in north London (Barnet, Camden, Hackney, Haringey, Enfield, Islington and Waltham Forest) are working together as planning authorities to prepare a Joint Waste Development Plan Document (Joint Waste DPD) which will set the framework for waste planning in the area, up until 2021. The joint waste DPD is entitled the 'North London Waste Plan' (NLWP).
- 1.2 The development of the NLWP has now reached the 'Preferred Options' stage and the seven boroughs have been consulting on this document for a period running from 14th October 2009 to 24th November 2009. The report which follows provides an outline of the contents of the Preferred Options and its implications for the Authority. Appendix 1 of this report provides further background to the NLWP development process; Appendix 2 is a draft Authority response to the Preferred Options consultation which Members are recommended to approve; and Appendix 3 is the Authority's response to the previous NLWP consultation for information.
- 1.3 The draft response has already been submitted by officers, but explicitly subject to Member approval at this Authority meeting.

2.0 CONTEXT OF THE PREFERRED OPTIONS REPORT

The Plan Development Process

- 2.1 An outline of the NLWP preparation process and accompanying timetable for finalisation of the Plan was included within a September 2009 Authority report on the subject. An outline of the *contents* of the draft NLWP Preferred Options was also included in the report, but at that time the draft Preferred Options was still progressing through the relevant borough approval processes and had not been formally issued for public consultation so the implications of the draft were not discussed.
- 2.2 Since September however, the NLWP Preferred Options report has been finalised and published for a public consultation period running from 14th October to 24th November 2009.
- 2.3 This is the penultimate version of the NLWP, prior to publication of the final 'Submission Version' which is due to be submitted to the Secretary of State in March 2011 and then subjected to an examination in public, by an independent planning inspector in June 2011. It is therefore important that the Authority makes full and considered comment at this stage.
- 2.4 Section 3 of this report summarises the key aspects of the published Preferred Options from the Authority's perspective and the implications of the same. Appendix 2 of this report provides the draft Authority response to the consultation for Member consideration and approval.

Developments in relation to LondonWaste Ltd.

- 2.5 The announcement on 4th November 2009 of the agreement between the Authority and SITA UK for the Authority to acquire SITA UK's 50% share in LondonWaste Ltd, the Authority's main waste disposal contractor, means that (subject to due diligence work) land and key facilities such as the energy-from-waste and compost plants at LondonWaste's Ecopark site at Edmonton will come (albeit indirectly) under the Authority's control.
- 2.6 The consequences of this announcement for the Authority's land requirements going forward are currently being assessed. If the Authority identifies that there is a consequential change to its land requirements, details will be provided to the NLWP team. However, it is important to consider that the NLWP is a strategic long-term document, and the Authority should respond to the consultation accordingly, whilst at the same time taking account of any short-term developments and announcements.

Accompanying reports

- 2.7 Published alongside the public consultation version of the NLWP Preferred Options are a number of supporting documents which are also briefly considered in the following section:
- A Sustainability Appraisal report
 - Strategic Flood Risk Assessment
 - Equalities Impact Assessment
 - Habitats Regulations Assessment.

3.0 THE NLWP PREFERRED OPTIONS AND IMPLICATIONS FOR THE AUTHORITY

- 3.1 Following an Executive Summary, the NLWP Preferred Options is organised into five sections as follows:
1. Introduction
 2. The aims and objectives of the Plan
 3. Sustainability appraisal
 4. Identifying future requirements for waste management
 5. Policies to deliver the North London Waste Plan

The remainder of this report reviews each of the above sections in turn and outlines the key implications of each for the Authority; therefore providing a rationale for the Authority's recommended response. The supporting documents which are published alongside the NLWP Preferred Options are also discussed briefly below within the Sustainability appraisal section of this Authority report.

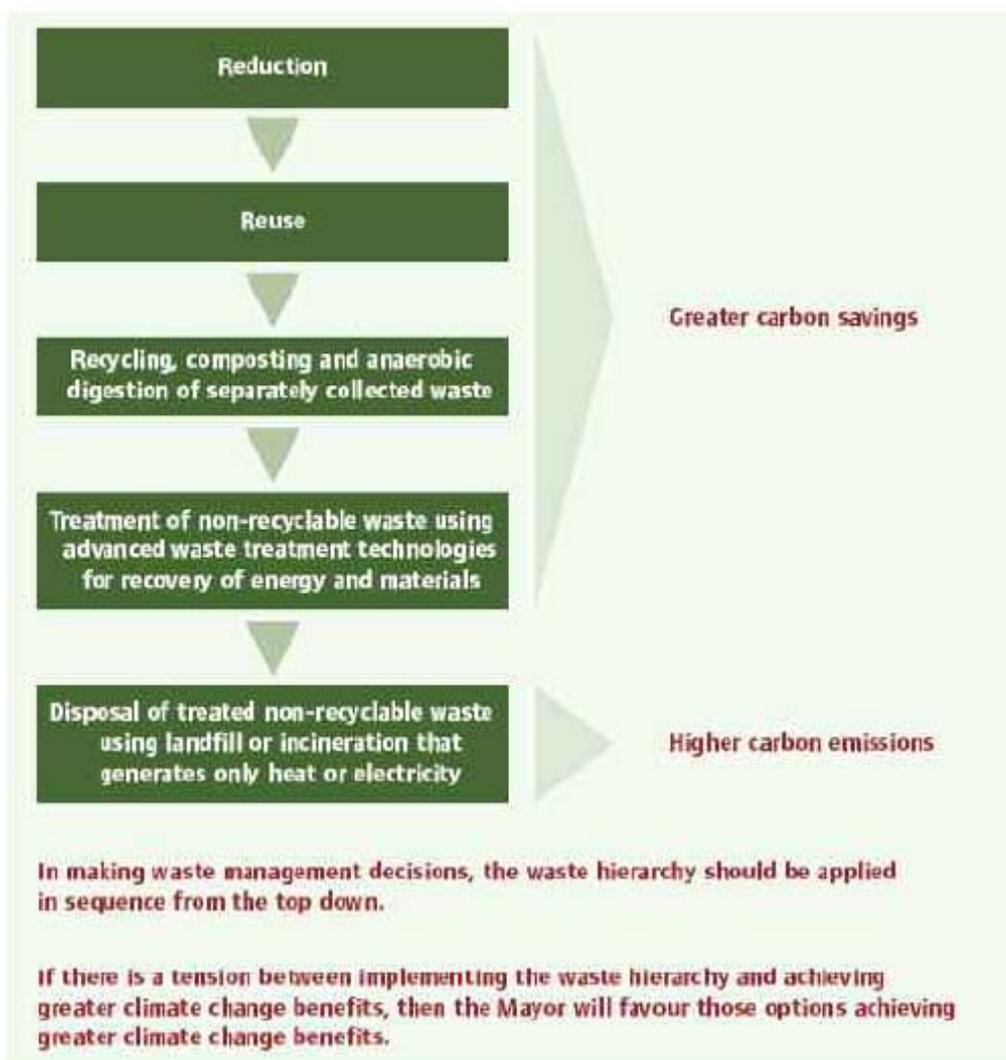
Introduction

- 3.2 The introduction to the NLWP Preferred Options report:
- Provides some context for the document.
 - Provides details of the NLWP's relationship with the North London Joint Waste Strategy (NLJWS), the municipal waste management strategy for the area.
 - Outlines the NLWP's relationship with the Authority's requirements as detailed in the Outline Business Case (OBC) of the Authority's application for financial support from central government under the Private Finance Initiative. The Introduction to the NLWP Preferred Options refers to the list of facilities outlined by the Authority in its 'reference case' included in the OBC as a way of identifying the Authority's future needs for land, whilst recognising that this list is simply a demonstration of how the Authority can achieve the recycling and other targets set and that this list may not be the final list of facilities procured.
- 3.3 In addition to the above, the introduction to the NLWP Preferred Options, also tackles waste minimisation, a subject mentioned by consultees at the previous Issues and Options stage of the NLWP's development, as well as detailing how the Plan will be monitored and providing details of how consultees can comment at this stage.

Implications for the Authority

- 3.4 This section of the Preferred Options does not have significant implications for the Authority and accordingly the draft response in Appendix 1 does not dwell on this section. However, the Authority's response does:
1. Confirm that the OBC will be updated following the announcement regarding LondonWaste Ltd, in paragraph 2.5 above.
 2. Reiterate both the Authority's and constituent boroughs' commitment to waste minimisation as expressed in the NLJWS.
 3. Suggest that some of the indicators proposed for the annual monitoring regime for the NLWP are identical to those of the NLJWS, so data should be shared.
- 3.5 The Authority's draft response to Question 1 of the consultation says that the Authority does not agree with the general approach proposed to the amount of land allocated for waste facilities, principally because of uncertainties over on-going land requirements.
- 3.6 Members should also note Figure 1.2 in the Preferred Options report and reproduced below, which states that if there is tension between implementing the waste hierarchy and achieving greater climate change benefits, then the Mayor (who has a role in determining planning applications for waste facilities over a certain size), will favour those options achieving greater climate change benefits. This could have implications for the selection of certain technologies over others such that some are more likely to achieve planning permission in the event of a difficult decision as outlined above.

The Waste Hierarchy



Source: 'Making Waste Work in London, The Mayor's Draft Business Waste Management Strategy', Mayor of London, 2008. Available at www.london.gov.uk and reproduced in the North London Waste Plan, Preferred Options, October 2009.

The aims and objectives of the Plan

- 3.7 The aims and objectives of the plan are outlined in the next section of the Preferred Options. Some additional objectives have been included since the Issues and Options stage of the NLWP as a result of comments received at the earlier stage and because they are seen to complement the strategic approach of the Plan. New objectives have specifically been included on:
- waste minimisation
 - alternative transport
 - sustainable development.

Implications for the Authority

- 3.8 The addition of the new objectives is not controversial in officers' view; the new objectives very much mirror similar objectives within the NLJWS, so it is not proposed that the Authority comment on these.
- 3.9 At the Issues and Options stage of the NLWP development the Authority also confirmed its agreement with the other aims and objectives of the Plan and the Plan making process. However, at that stage we also suggested some changes to two of the objectives, the first of which is shown in italics below:
- To integrate with the NLJWS *and any successor documents* for municipal waste management.

The suggested change in italics has not been actioned as a result of the consultation which means that the NLWP may not necessarily integrate with a future joint waste strategy for the area or any updates that we may wish to make in the light of, for example, the publication of a new Mayoral waste strategy for London, with which north London has to be in conformity. It is therefore important in officers' view that the request for a change to this objective is reiterated again, otherwise there is the possibility of a disconnect between the NLWP and the joint waste strategy for the same area in future years. The Authority's response therefore requests a change to the above objective.

- 3.10 At the Issues and Options stage the Authority also requested a strengthening of the objective regarding compensatory provision of waste sites in north London. Whilst this objective has been slightly changed between the Issues and Options and Preferred Options stages of the Plan development process, to reflect the fact that the NLWP now includes planning policies, it has not been strengthened and currently reads as follows:
- Through appropriate safeguarding policies to ensure no net loss of existing waste sites.
- 3.11 Officers' views are that this objective does not sufficiently protect waste sites and could result in both a loss of land area and land for handling specific materials if not further strengthened. For example, the Plan does not specifically propose to allocate land for hazardous waste facilities, but should an existing fridge recycling facility for example in the area be lost to an alternative use, it would be extremely helpful if the NLWP compensatory provision clause required replacement sites to be suitable for a similar facility so as not to leave the region with a deficit in fridge recycling as well as a potential need to transport waste much further out of the area for treatment, at an additional cost to local tax payers.
- 3.12 Ideally we would like the compensatory clause above enhanced and:
1. Based upon both the tonnage throughput of any new facility proposed for the compensatory site.
 2. And based upon the provision of an equal land area with broadly the same utility value, unless the planning authority/developer can demonstrate that the entire compensatory package is an enhancement of the original sites/facilities.

3. Thirdly we would argue that any compensatory sites and facilities should be provided at the developer's cost.
4. Finally we would also ideally like to see compensatory sites earmarked for the same waste stream as the original (i.e. municipal, commercial and industrial, construction and demolition etc), or at the very least a very good justification for why this is neither possible nor necessary.

The Authority's draft response to Question 12 therefore suggests the following alternative form of words:

- Through appropriate 'safeguarding' policies to ensure no net loss of existing waste sites *by requiring developers seeking to change a waste site to an alternative use to provide at their cost a suitable compensatory site capable (at reasonable cost) of treating the same tonnage as the original site (such site not to be of a smaller area than the original site); such compensatory sites being earmarked in the first instance for the treatment of the same wastes as the original site unless valid justification is provided.*
- 3.13 Any use of safeguarding policies should also be subject to a sustainability test and require developers to show that compensatory provision is demonstrably sustainable and operationally practical.
 - 3.14 At the Issues and Options stage of the consultation process, the Authority also suggested two additional objectives be added to the Plan, one specifically to allow for flexibility in terms of technology choice on sites and the other to support the intensification and development of the existing network of waste management sites in north London. Whilst these additional objectives have not been specifically added to the Plan, the remaining objectives cover the second proposal and the former is covered now¹. The Authority's draft response to Question 8 refers.

Sustainability Appraisal

- 3.15 Section 3 of the NLWP Preferred Options, details the outcomes of the sustainability appraisal as well as providing information on the strategic flood risk assessment, equalities impact assessment and habitats regulations assessment.

Implications for the Authority

- 3.16 Officers' views are that the requirements that would be imposed on developers as a result of the sustainability appraisal are acceptable.

¹ Covered by the inclusion of figure 1.2 as shown at paragraph 3.5 above and paragraphs 4.71 to 4.78 of the Preferred Options, which cover the allocation of sites for general waste use, rather than technology specific solutions

3.17 A key aspect of the draft Preferred Options report is that it identifies preferred site options for waste facilities in north London, as well as existing transfer and treatment sites. Following on from the Issues and Options consultation, potential new sites have been assessed and scored using a range of criteria including potential for energy generation, proximity to main roads, rail and waterways, proximity to open land, proximity to residents and access to the site. The Preferred Options report notes that only the highest scoring sites have been identified within the Plan as they represent the most suitable sites for waste management use according to the environmental, sustainability, social and economic criteria against which the sites were assessed. The methodology used for assessing potential sites for inclusion in the Plan, which is set out in the accompanying NLWP Technical Report, follows national guidance (Planning Policy Statement 10). However, we have raised a few queries in the draft response at Appendix 2 about the operational aspects of some of the sites that have been identified and therefore about the outcome of the site assessment. These concerns are therefore more about the operational constraints that would be imposed by the sites' configuration and size than the assessment itself and accordingly the Authority's draft response additionally requests that more land be identified within the Plan, than the current Preferred Options includes. The Authority's draft response to Question 4 refers.

3.18 Apart from these points about the outcome of the site selection process resulting from the Technical Report, it is not recommended that further comment is made about the sustainability appraisal and associated other supporting reports.

Identifying future requirements for waste management

3.19 Section 4 of the NLWP Preferred Options:

- Outlines the proposed approach for meeting the Mayor of London's apportionment targets.
- Details the proposed approach to handling construction, demolition and excavation wastes.
- Details the proposed approach for handling hazardous wastes.
- Discusses the requirements of the Authority.
- Discusses the overall approach that the Plan proposes to sites - both existing and new.

This is the most significant part of the Plan and accordingly has the most consultation questions associated with it.

Implications for the Authority

3.20 At the Issues and Options stage of the NLWP preparation the Authority argued for a maximum amount of land to be allocated for waste facilities in north London, to enable the area to be 100% self sufficient in terms of managing its waste. The rationale for the Authority's argument at this earlier stage is set out in the previous consultation response, included in Appendix 3 of this report.

- 3.21 However, the argument for identifying more sites above the apportionment level has been rejected on the basis that meeting the apportionment will allow London overall to meet its 85% self-sufficiency target and that by providing additional waste management sites, above the apportionment level (and therefore facilities) in north London, it might encourage waste to be imported from other areas. It should be noted that North London is currently allocated a lower than average apportionment.
- 3.22 The NLWP Preferred Options proposes to identify and allocate an additional 22 hectares of land for waste facilities in the final Plan. This level is judged by the NLWP sufficient to meet the apportionment targets set by the Mayor of London as well as sufficient for meeting the needs of the Authority whilst at the same time allowing for some flexibility in the delivery of the Plan.
- 3.23 The Preferred Options consultation does not specifically seek views on the total allocation of land in the Plan, but the draft consultation response at Appendix 2 comments on this issue, reiterating the Authority's previously stated position that it is essential to plan for self-sufficiency in municipal waste at least. Officers' views are that from a municipal waste perspective, it is also still appropriate to comment upon the proposed spread of new sites identified as shown in Schedule C of the document. The Authority's draft response therefore argues for an improved spread of facilities which would allow for additional household waste reuse and recycling centres specifically to be located close by to residents. The Authority's response to Question 9 suggests that the spread of the sites included in the Plan could be improved.
- 3.24 The NLWP Preferred Options also proposes that a sequential approach (Policy NLWP1) should be adopted by developers of new waste facilities. Initially it suggests that developers should be directed to existing waste treatment sites and that only if existing sites are unsuitable and/or cannot be re-orientated to new waste uses should new locations be considered. The approach is listed below:
1. Developers should first consider the list of existing waste treatment or disposal sites.
 2. Developers should then consider the list of existing waste transfer sites, even if their proposal is for treatment.
 3. Developers should only consider the list of potential waste sites as a last resort
 4. As an absolute last resort, developers may propose a site that is not on any of the above lists, but this will only be considered when the developer can demonstrate that:
 - None of the sites in the above lists are suitable for the proposed development;
 - Existing waste management sites and sites permitted for waste management use will not meet the apportionment required by the London Plan;
 - There are demonstrable sustainability benefits from bringing the site into waste use.
 - The proposed site is suitable for waste facilities.

Policy NLWP1 means that the Authority and/or its contractors will have to follow this approach and substantially justify why new sites are required. Officers' views are that this approach is acceptable, provided that sufficient and suitable land is provided in the final Plan. The draft Authority response to Question 2 therefore supports this approach.

- 3.25 The draft Authority response suggests (Question 3) that the sites in existing waste use are suitable for waste facilities, but that some of the proposed new sites are less so (proposed Authority response to Question 4 and as noted already in paragraph 3.17 above). So, whilst the overall approach to sites is good, it is suggested that the implementation of the NLJWS would be constrained by the poor suitability of some of the proposed new sites in our view. It is therefore recommended that additional sites need to be identified in order to make the Plan workable from a municipal waste perspective and also to provide more land for waste facilities than is currently included.
- 3.26 The consultation document asks separate questions (Question 5) about construction, demolition and excavation waste and hazardous waste (Question 6). It is not proposed to allocate additional land for any of the above waste types in the final Plan. Officers' disagree that no additional land should be allocated for construction and demolition waste on the basis that whilst developers should be encouraged to achieve maximum reuse and recycling levels on construction sites, the mis-match of supply and demand for this type of material means that there will be a need allocate some land for this waste stream in our view. The Authority's draft response to Question 5 refers.
- 3.27 In relation to hazardous waste and as already noted in paragraph 3.12, it is recommended that the compensatory provision clause in the Plan is enhanced to protect against the potential loss of a hazardous waste facility in the area for example if no additional land is going to be specifically allocated for facilities to handle this waste stream. The Authority's draft response to Question 6 refers.
- 3.28 As already noted in paragraphs 3.16 and 3.23 above, the Authority's draft response supports the criteria and approach used to assess potential new sites (Question 7) and the comments upon the size and spread of the sites included in the Preferred Options NLWP (Question 9).
- 3.29 Question 8 of the Preferred Options refers to the paragraphs in Section 4 which deal with technology choice. The NLWP Preferred Options does not propose that sites should be designated for particular technology types. The draft Authority response to Question 8 agrees with this approach in order to maintain maximum flexibility for developers. The Authority's response to the Issues and Options stage of the NLWP also supported this viewpoint, for a variety of reasons as outlined in Appendix 3 (response to Question 8). In particular the Authority's earlier consultation response also noted the benefits of a technology neutral approach to site allocation, to better facilitate the clustering or co-location of facilities.

Policies to deliver the North London Waste Plan

- 3.30 Developers proposing waste management facilities within north London have to apply for planning permission to the relevant borough within which the intended development is located. When submitting a planning application, developers must ensure that their proposals are in compliance with the borough's own local development management policies, but additionally with the policies contained with the NLWP (plus the regional London Plan and national Planning Policy Statement 10 and additional Supplementary Planning Guidance).
- 3.31 The NLWP Preferred Options contains five broad policies covering:
- The location of waste developments.
 - Safeguarding and protecting existing sites.
 - Ensuring high quality development.
 - Decentralised energy.
 - The management of construction, demolition and excavation wastes.
- 3.32 Questions 10 and 11 of the consultation ask specifically for consultees' comments on Policy 3 (ensuring high quality development) and Policy 4 (the support for the use of waste in providing local heat and power).

Implications for the Authority

- 3.33 The proposed policies within the NLWP Preferred Options are good aspirational policies, but the Authority's draft response suggests that the practical determination of whether a developer has met the terms of a particular policy may be more difficult to achieve. For example Policy NLWP 3 states that all waste development proposals, including those replacing or expanding existing sites, will be required to demonstrate that there is no adverse impact on health, to be demonstrated through the submission of a Health Impact Assessment. There is considerable variation in the interpretation of health information for example.
- 3.34 Similarly Policy NLWP 3 also states that all waste development proposals, including those replacing or expanding existing sites, will be required to demonstrate that there is no significant adverse effect on the established, permitted or allocated land uses likely to be affected by the development. It would be helpful if more detail could be provided regarding how a 'significant adverse effect' would be determined and also how a developer would be required to provide compliance with this requirement, and additionally if there is a right of appeal and to whom. Without this clarity there is concern that planning applications could face lengthy and costly delays whilst policy compliance is assessed and that different practices may prevail between boroughs.

3.35 In relation to Policy NLWP 4 which is about decentralised energy, similar concerns apply. For example this policy states that “all waste facilities that are capable of directly producing energy or fuel must secure the local use of any excess heat in either an existing heat network or through the creation of new networks” or by a range of other means which are listed, unless it can be demonstrated that this is not economically feasible or technically practicable. It is unclear from the Preferred Options, by what means developers would prove that they have investigated options for decentralised energy and decided upon a particular course of action as a result. Some supplementary planning guidance may be necessary for developers in order to give them the necessary clarity and reassurance regarding how their application’s compliance with the policies contained within the NLWP will be assessed and that the application of these policies will be consistent across the seven boroughs that make up the NLWP area.

Additional comments

3.36 The NLWP Preferred Options consultation also requests that consultees list any other comments, (**Question 12**).

3.37 The Authority’s response reiterates the need for going beyond the apportionment figures and the need for protecting land for municipal waste management and processing. Additionally in the proposed response to Question 12, the Authority also seeks clarification of whether land has been included within the Plan for solid recovered fuel processing and storage. Solid recovered fuel or SRF is classified as waste up until the point it is used to recover energy and possibly heat, but it is unclear from the Preferred Options Report whether this material has been included within the spatial requirements listed in the Plan.

4.0 CONCLUDING REMARKS

4.1 The NLWP Preferred Options is the next formal stage in the process of developing a spatial plan for waste for north London which will be used by the relevant planning authorities in determining applications for waste facilities from now until 2021. As such the document is important for the Authority as it will guide the location of new waste facilities and will help to determine the likelihood of the Authority or its contractors securing planning permission for the new waste facilities based upon the ‘fit’ of the proposed developments with the policies contained within the Plan.

5.0 RECOMMENDATIONS

5.1 The Authority is recommended to:

- (i) note the contents of this report;
- (ii) approve the draft consultation response to the NLWP Preferred Options which is attached as Appendix 2.

6.0 COMMENTS OF THE FINANCIAL ADVISER

6.1 The Financial Adviser has been consulted in the preparation of this report and has no comments to add.

7.0 COMMENTS OF THE LEGAL ADVISER

7.1 The Legal Adviser has been consulted in the preparation of this report and his comments are included.

Local Government Act 1972 – Access to information

Documents used: North London Waste Plan, Preferred Options, Mouchel, October 2009

North London Waste Plan, Preferred Options Technical Report, Mouchel, October 2009

North London Waste Plan, Sustainability Appraisal Report, Mouchel, October 2009

North London Waste Plan, Equalities Impact Assessment, North London Waste Plan Preferred Options and Policies, Stage 1: Screening, Mouchel, October 2009

North London Waste Plan, Habitat Regulations Assessment: Appropriate Assessment Screening Report, Mouchel, October 2009

North London Waste Plan, Issues & Options consultation, Responses to issues raised, Mouchel, October 2009

All the above available at <http://www.nlwp.net>

North London Waste Plan Update, Report to the North London Waste Authority meeting on 25th September 2009.

Issues and Options Report, North London Joint Waste Development Plan Document, Mouchel, January 2008, available for download at http://www.nlwp.net/downloads/nlwp_issues_and_options_report.pdf

NLWA Response – North London Waste Plan Issues and Options Report

The London Plan Spatial Development Strategy for Greater London (Consolidated with alterations since 2004), Greater London Authority, February 2008

The Town and Country Planning (Mayor of London) Order 2008, from
http://www.gos.gov.uk/497417/docs/200511/Mayor_of_London_Order_2008_1.pdf

'Making Waste Work in London, The Mayor's Draft Business Waste Management Strategy', Mayor of London, 2008. Available at www.london.gov.uk and reproduced in the North London Waste Plan, Preferred Options, October 2009

Economies of Scale – Waste Management Optimisation Study by AEA Technology Final Report, Defra, April 2007

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APPENDIX 1.

BACKGROUND TO THE NORTH LONDON WASTE PLAN

- 1.1 The seven borough councils in north London (Barnet, Camden, Hackney, Haringey, Enfield, Islington and Waltham Forest) are working together as planning authorities to prepare a Joint Waste Development Plan Document (Joint Waste DPD) for the area. The joint waste DPD is entitled the 'North London Waste Plan' (NLWP).
- 1.2 Once finalised, the Plan will create the shared land-use planning framework for waste sites, for all wastes (municipal, commercial and industrial, construction, demolition and excavation and hazardous) in north London up to 2021. The NLWP will consider how this waste can be managed using a mix of technologies and will safeguard sufficient sites (in addition to identifying new sites across the seven boroughs) to enable this to happen.
- 1.3 The Plan will additionally provide a series of policies which will guide waste planning decision-making across the seven boroughs (these policies were not included in the previous 'Issues and Options' version of the Plan). The Plan will also enable the seven boroughs to collectively meet the waste apportionment targets contained within the London Plan, the Mayor of London's spatial strategy for the capital. These targets outline how much waste each borough is required to manage (and accordingly how much land needs to be allocated for facilities), taking account of a range of factors including both the amount of waste that the borough generates, as well as the borough's capacity to manage waste, in terms of available industrial land, density of roads for transporting it etc.
- 1.4 Once adopted, the NLWP will provide a framework of identified sites suitable for waste facilities for meeting north London's future needs for managing all types of waste. The NLWP will also become part of each of the constituent boroughs' own Local Development Framework. So, when applying for planning permission for new waste facilities, developers will need to consider any national statutory guidance relevant to waste facility planning applications, such as Planning Policy Statement 10 and any other supplementary planning guidance; the regional spatial strategy – the London Plan; as well as the relevant borough's Local Development Framework, of which the NLWP is a part; and the NLWP itself.
- 1.5 The NLWP Preferred Options has taken the Authority's 'reference project' submitted to DEFRA in its Outline Business Case for PFI Credits into account when the quantifying potential needs for new waste facilities in the area. However, as noted above, it has also considered the potential land requirements arising from the need to manage other types of waste, not handled by the Authority.

- 1.6 A Planning Members' Group guides the development of the NLWP. The Planning Members' group includes one councillor from each of the seven borough councils. Councillor Belam is additionally appointed as a Member observer to the North London Waste Plan Planning Members' Group to represent the Authority, for the current year, with Councillor Harper as a substitute observer. The Planning Members' Group is supported by a Planning Officers Group of senior planning policy officers from each of the constituent borough councils. A Memorandum of Understanding guides the working relationship between the seven boroughs on this issue. Whilst the bulk of the work has been contracted to consultants, Mouchel and CAG, a full-time coordinator, based in the London Borough of Camden, has also been appointed.
- 1.7 The involvement of the Authority in the NLWP is as a key stakeholder, and the Authority responds accordingly and separately in its own right to any consultations issued about the NLWP. However, whilst the needs of the Authority and the North London Joint Waste Strategy (NLJWS) are important considerations for the NLWP development process, the planning authorities must take other considerations into account in coming to their conclusions, particularly as the municipal waste stream covered by the NLJWS may be only a quarter of the total waste stream to be provided for by the NLWP.
- 1.8 Members of the Authority are provided with a six monthly update on the NLWP. The last update was provided in September 2009. However, as the formal consultation on the NLWP Preferred Options has been published since that date, it is necessary to provide an additional report and draft consultation response for approval at this meeting too.

APPENDIX 2.

DRAFT AUTHORITY RESPONSE TO THE NORTH LONDON WASTE PLAN PREFERRED OPTIONS CONSULTATION FOR MEMBER APPROVAL

North London Waste Plan – Preferred Options Questionnaire

Response from the North London Waste Authority

24th October 2009

Introduction

Landfill space is running out and landfilled waste releases gases which contribute to climate change. New ways of dealing with waste are needed. To support this, European and national policy requires the North London Waste Plan to identify sites for waste treatment facilities within the North London area.

Following the consultation in early 2008, a draft North London Waste Plan (also known as the Preferred Options report) has been prepared by the seven boroughs in North London: Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest. It identifies sites for waste facilities and includes waste-related planning policies.

Completing this questionnaire will provide you with an understanding of the key aspects of the draft plan and allow you to give your views.

Completing this questionnaire

There are two main sections of the questionnaire. The first section contains information and key questions about the sites which have been included in the draft Plan. This section should take no longer than 10 minutes to complete.

The optional second section includes more detailed questions about the contents of the draft plan. Answering these questions may take a little longer and to answer them you will also need to refer to a copy of the draft plan, which can be found online at www.nlwp.net.

The deadline for completed questionnaires is 24th November.

Our approach to dealing with our share of London's waste

The Mayor of London has set an overall target for London to become 85% self sufficient in the management of waste by 2020. This means London will be dealing with its own waste instead of sending it to landfill site in the counties around London. Each borough has been asked to deal with a proportion of London's total waste (the apportionment).

The North London boroughs have pooled their individual apportionments and the draft plan identifies sufficient sites to meet this pooled apportionment, to meet the needs of the North London Waste Authority (who manage the waste collected by the North London boroughs) and to allow a level of flexibility, in order to take account of the inevitable uncertainties about sites and the amount of waste which will be generated.

The option of identifying more sites above the apportionment level so that North London could be even more self-sufficient was rejected on the basis that meeting the apportionment will allow London overall to meet its 85% self-sufficiency target. In addition, providing additional waste management facilities might encourage waste to be imported from other areas.

Question 1

Do you agree with this general approach?

No, I disagree with the general approach

The NLWP Preferred Options details an approach to land allocation which is based upon: meeting the Mayor of London's apportionment targets for north London (which are lower than the average for London as a whole), taking account of the North London Waste Authority's needs, as detailed in its Outline Business Case (OBC) supporting its application for PFI Credits from central government, plus making an allowance to enable some flexibility in land allocation. This approach does not mean that north London would be 100% self sufficient by 2020, but does go beyond the apportionment targets outlined within the London Plan.

The Authority previously argued for 100% self sufficiency in its earlier representations to the Issues and Options consultation on the basis that we felt it was essential to be able to locally manage the waste that is produced in the area and because:

- The manner in which residual municipal waste may be processed in the future could lead to additional pressure on land and require more sites to be available beyond the current allocation requirements of the London Plan. In particular, the Authority recommended that the Plan should allocate some land on which development is contingent upon the expansion of third-party markets for solid recovered fuel or SRF and particularly that land is required for facilities to both process the incoming residual waste into SRF and then additionally to burn, gasify or pyrolyse the SRF in thermal treatment facilities.*
- Secondly we argued that we thought it unlikely that other areas would be willing to allocate sites to process North London's waste, so that North London should aim to be as self sufficient as possible.*

We are therefore concerned that the Preferred Options Report only plans to reach the apportionment targets contained within the London Plan (including the Authority's needs) plus allowing for some flexibility in demand.

Our concerns and comments at this stage are that:

- 1. As noted in our previous response, because land is not specifically identified for municipal waste within the Plan, there is still a risk that identified land could be developed for commercial waste management facilities, thereby reducing the availability of suitable sites for municipal waste management, which has statutory targets and potential financial penalties attached for non-achievement. This risk should be recognised and explicitly stated within the Plan.*
- 2. Secondly, following an announcement on 4th November 2009, that the Authority and SITA UK have agreed for the Authority to acquire SITA UK's 50% share in LondonWaste Ltd, the Authority's main waste disposal contractor, this means that LondonWaste's Ecopark site at Edmonton will transfer into the NLWA's ownership. Accordingly, the North London Waste Authority proposes to refresh its OBC which could have relevance to the preparation of the NLWP and particularly the Authority's demands for waste facilities. We would recommend that the refreshed OBC is reviewed and considered by the NLWP team prior to publication of the submission.*
- 3. The Authority and its constituent boroughs maintain an ongoing commitment to waste minimisation as outlined in the North London Joint Waste Strategy, which completed its formal adoption process by all partners in February 2009. The Authority has also seen a decline in the growth of waste in recent months. However, whether these changes will substantially affect the Authority's requirements for waste facilities and land for the same in the long term remains to be seen. The prudent approach is, in the Authority's view, to err on the side of over-provision of land rather than risk marked increases in future service costs and/or fines for non-compliance with the Landfill Directive, the costs of which would ultimately be borne by the same local taxpayers the NLWP is seeking to protect and provide for.*

4. We are additionally concerned, as noted in our response to Question 12, that there is no mention in the Preferred Options of whether land has been allocated for solid recovered fuel (SRF) storage and processing. SRF is classified as waste up until the point that it is used, however, as noted in the Authority's previous response to the Issues and Options consultation, because SRF is formed from the secondary processing of waste that has already been accounted for within waste arisings figures there is a risk that the NLWP may be flawed if SRF-use is not accounted for too and included within the land calculations. We seek clarification and would request further dialogue on the NLWP in this regard.
5. The Authority notes that a revised set of apportionment targets are shortly to be published for public consultation as part of the revision of the London Plan. The NLWP Preferred Options will need to take account of any changes to apportionment figures, but should continue to provide for the total municipal waste stream arising in the NLWP area.
6. Finally, the Authority notes the proposed annual monitoring indicators for the NLWP and would comment that some of these indicators are the same as those we are monitoring for the North London Joint Waste Strategy. It would be useful to liaise on these once the NLWP is finalised.

Prioritising existing waste sites

In the first instance the draft plan proposes to direct developers of new waste facilities to existing waste treatment sites (see schedule A in the draft plan) and waste transfer stations (seen in schedule B in the draft plan), which should be redeveloped so that they can treat more waste where possible.

Question 2

Do you agree that the plan should prioritise sites which have an existing waste use on them?

Yes, I agree that existing waste sites should be prioritised

The principle of prioritising existing waste sites is supported, on the basis that those sites that are currently in waste use have an established use and in many cases are suitable for ongoing waste use. It is noted that the Plan also proposes that existing sites may be suitable for reorientation or intensification, the principle of which is also supported.

Policy NLWP 1 Location of Waste Development requires the application of a sequential test to demonstrate prioritisation of existing waste sites prior to an application for the development of either Schedule C sites or sites that are not identified in the NLWP. The Authority requests the following minor amendment to the policy (requested additional text is emboldened and underlined):

*'3 An application will only be considered for sites in Schedule C if it can be demonstrated that no suitable **and/or available** sites exist in Schedules A and B.'*

For the Authority the availability of sites is a key consideration which should be given equal weight to suitability. In considering the ability to deliver waste facilities even where all other factors indicate that a site is suitable for development, it may be rendered unsuitable if it is not available. Paragraph 4.59 of the Preferred Options refers to the deliverability of sites and whether a site which is potentially suitable for waste management use under the assessment criteria is likely to become available for waste management during the life of the Plan. If this is not the case, then in this scenario it should be reasonable to then consider Schedule C sites.

The Authority notes that the Plan requires developers to demonstrate that no existing sites are suitable (and/or available) as part of any proposals for development of potential waste sites. The suitability of the information required to demonstrate the case will be determined

by the local planning authorities, presumably as part of planning applications for development. The Authority requests that guidance be provided on the requirements to demonstrate the position. Although the Plan is technology neutral it may be possible, in broad terms, to identify the likely suitability of existing sites for different uses (e.g. by size) to assist developers in completing this requirement.

The other key consideration from the Authority's perspective of any policy which is guiding the development of future waste sites should be the desirability of maintaining a competitive market for waste sites. Additionally as the cost effectiveness of different types of waste technology operate at differing economies of scale it is important for the Plan to include a mix of small and larger sites.

In the comments provided in response to the Issues and Options Report the Authority highlighted the need for the emerging plan to take account of the requirements for solid recovered fuel (SRF) sites. The London Plan considers SRF to be waste up until the point it is used, and as such it is understood that SRF related facilities will need to be located on waste sites. However, the output of SRF facilities will be heat and/or power and as such the relationship to the demand for those resources will be an important consideration. The Authority can envisage scenarios where the existing and potential waste sites are not located proximate to the identified demand and therefore require the identification of additional new sites. The Authority would like to understand how Policy NLWP 1 will be applied to SRF facilities in these scenarios and queries how the policy could address this. As noted in our response to Question 1, we would also like to enter into further dialogue with the NLWP team in this regard.

Question 3

Are the sites in existing waste use (schedules A and B) suitable for waste facilities?

Yes, the sites are suitable

The principle behind the proposition that existing waste sites should be suitable for future use for waste facilities is supported, on the basis that those sites that are currently in waste use have an established use and in many cases are suitable for ongoing waste use. It is noted that the Plan also proposes that existing sites may also be suitable for reorientation or intensification, the principle of which is also supported.

However, in the context of municipal waste, the Authority believes that some existing sites may not be suitable for ongoing waste use, nor for reorientation or intensification to accommodate new or additional facilities. Some existing sites may be unsuitable for a range of factors including operational requirements, accessibility and surrounding context. This is considered to be a particular issue for smaller sites. As such the Authority considers that site suitability should be assessed on a site by site basis as and when proposals are developed for reorientation or intensification.

The Authority notes that only parts of the operational Edmonton EcoPark are identified in Schedule A. Given a larger area is currently in operational use as a waste (management and transfer) site and reorientation of this site may be necessary during the term of the NLWP the Authority requests that the full operational area is shown on the map which is incorporated into the Plan for accuracy, and that additionally the different permitted sections of the site are shown as a single site, rather than as a series of sites. The area of the operational site is approximately 17.5 hectares and is outlined in red and blue on figure 1 over. We would like to see the whole area, including both the outlined red and the outlined blue parts of the Ecopark site identified within Schedule A and that full flexibility is given in the NLWP to use any part of this site for either waste treatment or transfer.

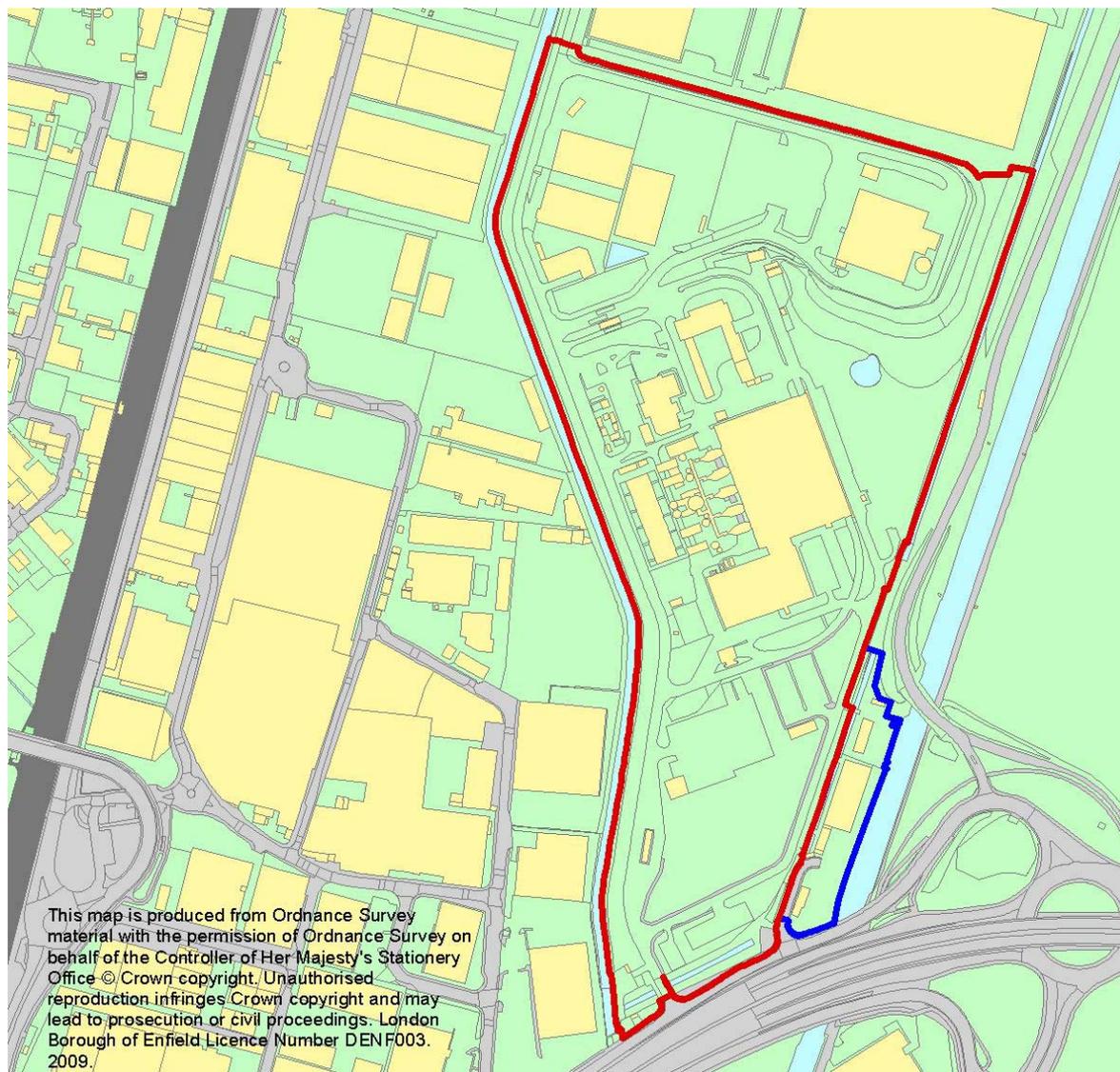
We also note that none of the existing waste sites either produce or use Solid Recovered Fuel (SRF) so that in terms of assessing the suitability of existing waste sites for future waste facilities, it will be important to consider the need for new types of waste facility, such

as SRF production and use, which existing waste sites may not be suited for. Additionally, going forward there may be opportunities for developing smaller on-site waste-to-energy/heat and cooling facilities, e.g. in new housing developments which the existing waste sites are unsuitable for and there may be a need to have additional localised household waste recycling centres within such new housing developments and these are not currently included within the list of existing sites so will need to be additionally accommodated.

These new types of facility would be better accommodated through planning considerations in, for example, new housing developments or refurbishments and rely on the energy opportunity being recognised and accommodated so that energy and heat/cooling uses are proximate to the waste using facility. It may be helpful therefore for the NLWP to include a general policy statement supporting such "micro" waste uses, but ensuring at the same time that sufficient full-sized waste facilities are still provided for.

It is also noted that the plans at Schedules A and B are quite difficult to read and that the Technical Report does not provide site reports for all sites. Additionally it is noted that the referencing of the sites and site scoring in the Technical Report appear to contain inconsistencies. The Authority trusts that this will be updated in due course.

Figure 1 – Edmonton Site Area



New sites for waste facilities

Ten additional sites have been identified, which the draft plan suggests could be used for waste facilities if developers can demonstrate that the existing waste sites are not suitable, or available, for their proposed facility. These sites, which can be seen in Appendix 3, Schedule C in the draft Plan, are as follows:

Site description	Borough	Site area (hectares)
Site on Edgware Road and Geron Way	Barnet	3.70
Martinbridge Industrial Estate	Enfield	3.53
Friern Barnet Sewage Treatment Works (Pinkham Way)	Haringey	6.21
Rigg Approach	Waltham Forest	4.98
Victory Park	Barnet	0.53

Network Rail land at Aerodrome Road	Barnet	0.90
Makanji House, Kynoch Road	Enfield	0.63
Building premises, Kynoch Road	Enfield	0.82
Nobel Road	Enfield	1.95
Marsh Lane	Haringey	2.40

Question 4

Are the sites above suitable for waste facilities?

No, one or more of the sites is unsuitable

The Authority has previously set out its requirements for additional waste facilities including new sites and is currently preparing for a procurement exercise to appoint a preferred bidder to deliver waste management facilities for the period to 2042. As such it is important to ensure that the NLWP provides sufficient land and a suitable range of sites to enable a competitive procurement process that offers best value for borough partners and local residents.

The Authority has also recently announced its intention to acquire the LondonWaste EcoPark site. The consequences of this announcement for the Authority's requirements for land to deliver its preferred waste treatment strategy are currently being assessed. If the Authority identifies that there is a consequential change to its land requirements details will be provided to the NLWP team.

In this context the Authority has reviewed each of the identified sites and has the following observations in respect of the identified potential sites and their suitability for assisting in the delivery of the municipal waste management strategy. However, it should be noted that as a general comment the Authority's view is that the additional 'large' sites identified within the Preferred Options are of insufficient size in our view for waste processing facilities of an economic size, for example MBT or SRF production, storage and/or use. In assessing the suitability of the Schedule C sites within the Plan the Authority has additionally taken account of the commercial feasibility of the development of each of the sites:

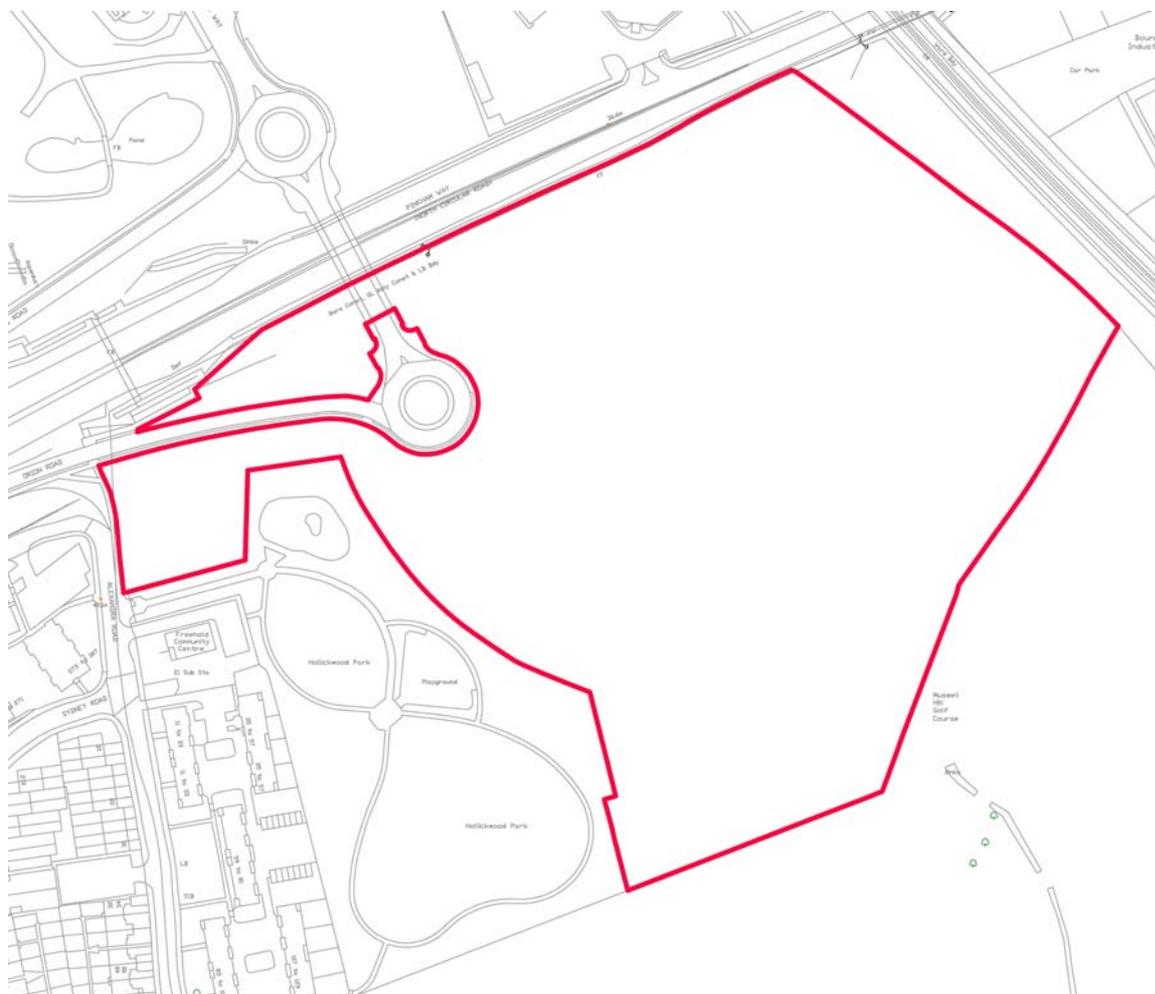
Site on Edgware Road and Geron Way – *The Authority supports the identification of this site in the west of its area. The identification of the site is consistent with the Authority's reference project for delivery of new waste facilities and the requirement for a replacement to the North London Waste Authority's existing Hendon waste transfer station to be allocated in the Plan. This was identified in the Authority's NLWP Issues and Options response.*

Martinbridge Industrial Estate – *The Authority notes that part of the Martinbridge Industrial Estate has been identified as a potential new waste management site. Whilst the Authority recognises that the site has many aspects that make it suitable for waste facilities, there is concern that the size of the site and its immediate proximity to an existing residential area to the east is likely to limit the form of development that could be accommodated on the site. At 3.53 hectares the Authority believes that the site is too small to accommodate mechanical biological treatment/anaerobic digestion treatment facilities of an economic size, although it may be possible to accommodate a materials recycling facility or household waste recycling centre. As such, the Authority believes that the Martinbridge Estate site cannot be assessed as a 'large' site; as such it does not assist the Authority in delivering its preferred waste treatment strategy. The proximity to the residential area is a key factor, if a physical buffer were required between the uses this could only be achieved if the area available for waste development was reduced. This site might be suitable for localised household waste recycling centre facilities which could meet the Authority's requirement for an additional site in north east Enfield.*

Friern Barnet Sewage Treatment Works (Pinkham Way) – *The Authority supports the identification of this site in the west of its area. The identification of the site is consistent with*

the Authority's reference project for delivery of new waste facilities. However, the site area identified is smaller than the full site that is potentially available for waste management facilities. In order to maximise the potential of the site, including the incorporation of ecological areas, the Authority requests that the full site area of 6.61 hectares be shown in the plan (please refer to the Figure 2 below) for either waste treatment or transfer.

Figure 2: Pinkham Way Site Area



Marsh Lane – It is noted that it is expected that the site will be redeveloped to provide a depot for London Borough of Haringey in which case the site would not be available for waste development. In the event that the depot proposals do not come forward the Authority supports the identification of this site.

Rigg Approach – The Authority recognises that this site may have potential for future waste facilities, but makes the following comments:

1. A significant proportion of the site is in flood zone 3. Whilst this would not preclude development, it may introduce site constraints that reduce the area available for development;
2. It is understood that the site has multiple owners and occupiers. Paragraph 4.59 of the Preferred Options notes that where a site has multiple landowners (for example in excess of 30 landowners for a given site) as identified from Land Registry enquiries, then the site will have been discounted from the Plan as it is unlikely that all the landowners will agree to such sites coming forward. Whilst we do not think that this site should be discounted, the Authority simply notes that the multiplicity of owners and occupiers of this

site will make the likelihood of it coming forward for development less certain than sites with a smaller number of owners and occupiers. This reinforces our earlier statement that the NLWP should err on the side of over-provision of land if the area's waste needs are to be met in practice.

Makanji House and Building Premises, Kynoch Road and Nobel Road – Previously the Authority has identified that it requires additional Household Waste Recycling Centre (HWRC) sites in north east Enfield. The plan has identified three 'small' sites in Enfield. Whilst the size of these sites is in principle sufficient for delivery of the additional HWRC sites that are required the following points are noted:

1. The sites are all located in south east Enfield. Therefore, the sites do not address the Authority's requirement for additional provision of HWRCs in the north east part of the borough.
2. The sites are all located in close proximity to one another, with two of the sites adjacent to one another. As such the plan has effectively only allocated one site as the Authority would not locate three new HWRCs in such close proximity to one another.

Network Rail land at Aerodrome Road – The Authority notes that the shape of this potential site is very long and narrow. Whilst there are a number of existing waste sites that are a similar shape, the Authority notes that the shape of the site can be a significant operational constraint particularly where HWRC facilities are proposed, particularly given the requirements for public access and the flow of both recyclables delivery and removal vehicles. As such this site is unlikely to be suitable for the delivery of the preferred waste treatment strategy.

That is the end of the main questions about the sites that have been included in the draft plan. If you would like to go on and respond to more detailed questions about the draft plan, please go to questions 5 to 11. Otherwise, please go to question 12.

Construction, demolition and excavation waste

Paragraphs 4.27 to 4.38 of the draft Plan explain the proposed approach to construction, demolition and excavation waste.

Question 5

Do you agree that no additional land should be identified for construction, demolition and excavation waste in the plan and that developers should be encouraged to achieve maximum reuse and recycling levels on construction sites?

No, I disagree

The Authority supports the principle to maximise reuse and recycling levels on construction sites. However, particularly given the under-provision of land, in our view, for suitable general waste sites within the Preferred Options and to take account of the fact that construction, demolition and excavation waste may not be able to be immediately reused within the area, we argue that some land should be allocated for this waste stream.

We therefore suggest that an assessment should be carried out to review the likely future arisings of construction, demolition and excavation wastes and the associated land requirements resulting and how these might be reconciled with the allocation of land already identified within the Preferred Options report, or with additions to Schedule C if necessary.

It will also be important to ensure the following:

1. *That there is sufficient capacity to manage any proportion of construction, demolition and excavation waste that cannot be reused or recycled on site; and*

2. *Should any existing sites that currently manage construction, demolition and excavation waste be redeveloped then alternative provision for this form of waste management should be provided.*

Hazardous waste

Paragraphs 4.33 to 4.38 of the draft plan explain the proposed approach to hazardous waste.

Question 6

Do you agree that no additional land should be identified in the plan for hazardous waste but that any application should be treated on its merits?

Yes, I agree

The Authority supports the principle that additional land should not be identified for hazardous waste. However, where existing hazardous waste sites are proposed for reorientation or for alternative development then appropriate alternative provision for a new hazardous waste site should be made to ensure sufficient sites are retained for this essential class of waste management.

Site assessment process

Paragraphs 4.57 to 4.70 of the draft plan describe how the sites in the plan were assessed and scored using a range of criteria including potential for energy generation, proximity to main roads, rail and waterways, proximity to open land, proximity to residents and access to the site.

Question 7

Do you agree with the criteria and approach used to assess the potential new sites?

Yes, I agree with the approach used

The approach is broadly consistent with PPS10.

Sites and technologies

Paragraphs 4.71 to 4.78 of the draft plan describes how each of the sites would be allocated to general waste use in order to maximise flexibility within the market and allow for innovative, efficient technologies to be developed.

Question 8

Do you agree that the plan should not designate which technologies are suitable for which sites?

Yes, I agree

As noted in our previous response to the Issues and Options consultation, to be consistent with national planning guidance (Planning Policy Statement Number 10), the Authority would not expect the North London Waste Plan to prescribe the waste management techniques or technologies that will be used to deal with specific waste streams in the area.

However, the Authority would like to see some sites allocated for municipal waste management and others for non-municipal waste. This would offer some protection of sites for developing facilities that can be used to help deliver on statutory targets for municipal waste, i.e. landfill diversion targets for municipal waste and recycling targets for household waste. As outlined in our response to Question 1, unless municipal waste sites are protected and/or prioritised in some way within the Plan, we are concerned that sites will be bought and developed for commercial waste management leaving the Authority and its constituent

boroughs at risk of not having sufficient sites for developing municipal waste management facilities that deliver on national objectives and targets to move the management of municipal waste away from landfill, and in which case there may be marked increases in future service costs and/or fines for non-compliance with the Landfill Directive, the costs of which would ultimately be borne by the same local taxpayers the NLWP is seeking to protect and provide for.

We noted in our previous response that within this criterion of allocating sites for municipal or non-municipal waste, the Authority would like as much flexibility as possible in relation to technology choice, and would ideally like to see sites allocated for general waste use with the above criteria added. However, we also recognise from residents' perspectives that it may be preferable to see sites allocated for something more specific than just "waste use". The Authority recognises that it may be necessary to balance greater certainty (for residents) against flexibility (for the Authority and commercial developers in terms of maximising competition during procurement) and also, importantly, for allowing for technology change over time. Therefore, if sites are to be allocated for specific technology types, the Authority would recommend that the technology choices are banded, so for example, sites might be allocated for:

- *Reuse and recycling*
 - *Re-use / refurbishment of local waste (e.g. furniture and electronic consumer goods)*
 - *Reuse and recycling centres to which residents take their waste and recyclables*
 - *Recycling bulking or sorting / composting / anaerobic digestion / waste transfer*
- *Residual waste treatment (non-thermal) – which could include production of SRF*
- *Thermal treatment in its broadest sense, including all CHP and CHCP facilities that use a SRF*

The above should be qualified too by our earlier request that individual sites are allocated with a preference for either municipal or non-municipal wastes, or that areas are identified with indicative percentages for municipal and non-municipal wastes, and that the risk of not double-counting wastes that first go into a fuel preparation facility and then into a separate fuel use facility is avoided.

Distribution of sites

Paragraph 4.79 to 4.88 of the draft plan explains the approach taken to the size and distribution of the sites included.

Question 9

Do you agree with the size and spread of sites included in the plan or would you prefer a different approach?

No, I disagree

The Authority broadly supports the spread and size of sites included in the plan. However, it is noted that previously the Authority requested additional HWRC sites in north east Enfield and three HWRC sites in Barnet. The sites set out at Schedule C do not make allowance for the Authority's requirements and it is requested that the sites are revisited to incorporate appropriate sites. Please note the comments made in response to Question 4 which sets out the Authority's observations on each of the Schedule C sites.

The Authority would be pleased to engage with the NLWP team to develop policies for HWRC provision if this would be helpful.

Criteria for new waste facilities

Policy NLWP 3 in the draft plan proposes a range of criteria to be used in assessing planning applications for new waste facilities.

Question 10

Are the criteria proposed in NLWP 3 sufficient to ensure high quality waste developments?

Yes, they are sufficient

The Authority agrees that well designed facilities need not have negative impacts on the local environment. The information requirements specified by Policy NLWP 3 set out a reasonable series of requirements for information to be provided which are consistent with the Authority's own objectives. It should, however, be acknowledged that mitigation measures can be employed to off-set any adverse impacts and appropriate references to mitigation should be incorporated into the policy.

In response to paragraph 5.17 the Authority notes that the Environment Agency defines emission standards that must be met by waste sites and specifies the requirements in the site permits. Therefore, it is not necessary for planning conditions to be used as this would duplicate existing legislation which controls these matters. As such the reference to the use of planning conditions should be deleted.

Para 5.22 makes reference to the transport assessment assessing how 'the use of greener vehicles will contribute to lessening impacts'. Whilst the Authority supports the intent of this statement, it does not support its inclusion in the Plan in relation to municipal waste sites as this is a matter that cannot be controlled by potential waste operators. As such whilst a transport assessment might demonstrate that the use of greener vehicles might reduce impacts if this cannot be delivered it is a meaningless exercise.

In addition, whilst Policy NLWP 3 is a good aspirational policy the practical determination of whether a developer has met the terms of NLWP 3 may be more difficult to achieve. For example Policy NLWP 3 states that all waste development proposals, including those replacing or expanding existing sites, will be required to demonstrate that there is no adverse impact on health, to be demonstrated through the submission of a Health Impact Assessment. There is considerable variation in the interpretation of health information for example.

Similarly Policy NLWP 3 also states that all waste development proposals, including those replacing or expanding existing sites, will be required to demonstrate that there is no significant adverse effect on the established, permitted or allocated land uses likely to be affected by the development. It would be helpful if more detail could be provided regarding how a 'significant adverse effect' would be determined and also how a developer would be required to provide compliance with this requirement, and additionally if there is a right of appeal and to whom. Without this clarity there is concern that planning applications could face lengthy and costly delays whilst policy compliance is assessed.

The Authority would be pleased to engage with the NLWP team to further develop these policies if that would be helpful

Using waste to produce heat and power

Policy NLWP 4 in the draft plan supports the use of waste facilities in providing local heat and power.

Question 11

Do you agree that the NLWP should support the use of waste in providing local heat and power?

Yes, I agree

The principle of waste providing heat and power is supported by the Authority and we very much welcome the recognition of this being provided at a local level, from waste produced in the area. However, it must be recognised that for commercial reasons it may be necessary to go outside of the area, for example to find buyers for Solid Recovered Fuel and that this approach may provide best value for local tax payers.

It is also important to consider that the use of waste must be considered in relation to the best environmental option for London and in line with the Figure 1.2 in the Preferred Options report, which states that if there is a tension between implementing the waste hierarchy and achieving greater climate change benefits, then the Mayor will favour those options achieving greater climate change benefits. In the future, London may well need energy more than outputs of composting processes for example, but this type of prioritisation of waste technology is not part of the role of the NLWP.

In relation to Policy NLWP 4 similar concerns to those expressed for Policy NLWP 3 also apply. For example this policy states that “all waste facilities that are capable of directly producing energy or fuel must secure the local use of any excess heat in either an existing heat network or through the creation of new networks” or by a range of other means which are listed, unless it can be demonstrated that this is not economically feasible or technically practicable. It is unclear from the Preferred Options, by what means a developer would prove that he or she has investigated options for decentralised energy and decided upon a particular course of action as a result. Some supplementary planning guidance may be necessary for developers in order to give them the necessary clarity and reassurance regarding how their application’s compliance with the policies contained within the NLWP will be assessed and that the application of these policies will be consistent across the seven boroughs that make up the NLWP area.

In relation to Policy NLWP 4, there is concern over the absolute obligation placed on waste facilities implied by the wording “must secure”, particularly in relation to the creation of new networks. Whilst the Authority agrees with the philosophy of maximising energy recovery (and indeed efficiency), there remains the practical issue of the source of funding for the connection to, or installation of heat distribution networks. Here it is felt that such an obligation should not fall on the waste facility and but rather more appropriately the energy utility provider.

Question 12

Do you have any other comments on the draft plan?

At the Issues and Options stage of the NLWP development the Authority also confirmed its agreement with the other aims and objectives of the Plan and the Plan making process. However, at that stage we also suggested some changes to two of the objectives, the first of which is shown in bold below:

*To integrate with the NLJWS **and any successor documents** for municipal waste management.*

The suggested change in italics has not been actioned as a result of the consultation which means that the NLWP may not necessarily integrate with a future joint waste strategy for the area or any updates that we may wish to make in the light of, for example, the publication of a new Mayoral waste strategy for London, with which north London has to be in conformity. It is therefore suggested again that this objective is amended and an alternative is suggested as follows:

*To integrate with the **prevailing** NLJWS for municipal waste management.*

At the Issues and Options stage the Authority also requested a strengthening of the objective regarding compensatory provision of waste sites in north London. Whilst this objective has been slightly changed between the Issues and Options and Preferred Options stages of the Plan development process, to reflect the fact that the NLWP now includes planning policies, it has not been strengthened and currently reads as follows:

“Through appropriate safeguarding policies to ensure no net loss of existing waste sites”

It is the Authority’s view that this objective does not sufficiently protect waste sites and could result in both a loss of land area, the usability of land and of land for handling specific materials if not further strengthened. For example, the Plan does not specifically propose to allocate land for hazardous waste facilities, but should an existing fridge recycling waste facility for example in the area be lost to an alternative use, it would be extremely helpful if the NLWP compensatory provision clause required replacement sites to be suitable for a similar facility so as not to leave the region with a deficit in this type of waste treatment as well as a potential need to transport waste much further out of the area for treatment, at an additional cost to local tax payers.

Ideally we would like the compensatory clause above enhanced and:

- 1. Based upon the tonnage throughput of any new facility proposed for the compensatory site; and*
- 2. Based upon the provision of an equal land area with broadly the same utility value, unless the planning authority/developer can demonstrate that the entire compensatory package is an enhancement of the original sites/facilities.*
- 3. Thirdly we would argue that any compensatory sites and facilities should be provided at the developer’s cost.*
- 4. Finally we would also ideally like to see compensatory sites earmarked for the same waste stream as the original (i.e. municipal, commercial and industrial, construction and demolition etc), or at the very least a very good justification for why this is neither possible nor necessary.*

The Authority therefore suggests the following alternative form of words:

- Through appropriate ‘safeguarding’ policies to ensure no net loss of existing waste sites **by requiring developers seeking to change a waste site to an alternative use to provide at their cost a suitable compensatory site capable (at reasonable cost) of treating the same tonnage as the original site (such site not to be of a smaller area than the original site); such compensatory sites being earmarked in the first instance for the treatment of the same wastes as the original site unless valid justification is provided.***

Any employment of safeguarding policies should also be subject to a sustainability test and require developers to show that compensatory provision is demonstrably sustainable and operationally practical.

*In response to **NLWP 2** the Authority notes that the objective is to safeguard existing waste management and transfer sites for continued waste use and that alternative uses should not be permitted unless compensatory provision is made. The Authority supports this provision, but recommends that consideration should be given to extending the scope of the policy to require that any alternative provision should be for the same type of waste facility (e.g. hazardous, construction and demolition) to that which would be lost, unless it can be demonstrated that there is no demand for that type of facility.*

Finally the Authority notes that a revised Mayoral Waste Strategy, new waste apportionment figures and a Climate Change and Energy Strategy are all anticipated shortly and these are

likely to have implications for the North London Waste Plan such that the next stage of the Plan should be held over until these are available in draft form.

APPENDIX 3.

PREVIOUS AUTHORITY RESPONSE TO THE NORTH LONDON WASTE PLAN ISSUES AND OPTIONS CONSULTATION

North London Waste Plan Issues & Options Questionnaire

Introduction

This questionnaire includes all of the questions raised in the Issues & Options report for the North London Waste Plan. The Issues & Options report is available to view at Council offices and public libraries in Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest. It can also be downloaded from the project website (www.nlwp.net).

Please complete this questionnaire by ticking the relevant boxes and adding text by clicking on the grey boxes. Please return this questionnaire by 4th March:

- by email to feedback@nlwp.net; or
- by post to Archie Onslow, Programme Manager, North London Waste Plan, Camden Town Hall, Argyle Street, London WC1H 8EQ.

Personal details

Your name	Cllr. Brian Coleman, AM, FRSA Chairman
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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?
[click on the relevant box]

x Yes No

We agree with the aims and objectives of the Plan and the Plan making process, but have also suggested (see below) some minor changes as outlined in italics:

- To integrate with the North London Joint Waste Strategy *and any successor documents* for municipal waste management.

We would also like to see some changes in relation to the objective detailed below:

- Through appropriate safeguarding policies in the North London boroughs' Core Strategies, to ensure no net loss of existing waste sites.

Ideally we would like the compensatory clause above enhanced and based upon both the tonnage throughput of any new facility proposed for the compensatory site, and also based upon the provision of equal land area with broadly the same utility value, unless the planning authority/developer can demonstrate that the entire compensatory package is an enhancement of the original sites/facilities. We would like to see that any compensatory sites and facilities are provided at the developer's cost. From the Authority's perspective we would also ideally like to see compensatory sites earmarked preferably for the same waste stream as the original (i.e. municipal, commercial and industrial, construction and demolition etc). We therefore suggest the alternative form of words:

Through appropriate 'safeguarding' policies in the North London boroughs' Core Strategies, to ensure no net loss of existing waste sites *by requiring developers seeking to change a waste site to an alternative use to provide at their cost a suitable compensatory site capable (at reasonable cost) of treating the same tonnage as the original site (such site not to be of a smaller area than the original site); such compensatory sites being earmarked in the first instance for the treatment of the same wastes as the original site.*

Any employment of safeguarding policies should also be subject to a sustainability test and require developers to show that compensatory provision is demonstrably sustainable and operationally practical.

Question 2

What other aims and objectives, if any, would you suggest? [add suggestions by clicking on the grey box and typing your response]

We would suggest two additional objectives:

- To ensure an appropriate balance between providing all stakeholders with an appropriate degree of certainty and incorporating flexibility to allow for changes in waste arisings, market changes (for example third party markets for solid recovered fuel (SRF²)) and technologies and options for managing waste.
- To support the intensification and development of the existing network of waste management sites in North London.

Question 3

Are there any other key issues the Plan should address in respect of waste? [add suggestions by clicking on the grey box and typing your response]

- We would recommend that there is some discussion of waste/recyclables reprocessing included in the Plan. This is particularly relevant in relation to the potential for clustering 'green' industries in particular areas e.g. sites

² We use the term 'SRF' (solid recovered fuel) in this consultation response to mean fuel made from waste to an agreed and pre-determined specification.

earmarked for recyclables sorting adjacent to sites that may be earmarked for industrial purposes and the potential use of the sorted recyclate. Such an approach both minimises additional transport movements of recyclables as well as providing local opportunities for maximising the value from waste, .e.g. in terms of financial value and employment creation.

- The Authority also suggests that the Plan should address the issue of proximate sites and highlight and give consideration to the interplay between sites. For example the Plan should not assume that if two adjacent sites are highlighted as potentially suitable for waste facilities that they are not needed or viable because of proximity. One may be used to develop a commercial waste facility, another a municipal waste facility. In addition, during times of change it may also be necessary for additional sites to be earmarked in areas which already look to be well served by facilities. If existing waste facilities are coming to the end of their life or needing redevelopment, then the identification of additional land close by could be needed to develop new and replacement operations, as demolishing one waste treatment facility and building a replacement could take up to three years in complex cases, and losing treatment capacity for such a time may have a detrimental impact on the area. The Authority suggests that the Plan should address this point in discussing the distribution of potential sites and also include this as a consideration in moving forward to the Preferred Options stage of the process.
- In considering proximity issues, an appropriate balance should be struck between sites of an industrial nature and sites where there are other benefits of building waste facilities there, such as the potential for heat take off.
- The Plan should make reference to the interplay between waste and energy, e.g. a site on which an existing energy using process is located or on which an energy using facility is planned might usefully have a waste site adjacent to it that is then earmarked in the North London Waste Plan for energy from waste technologies which could produce the energy and heat that is needed by the adjacent users.
- The Plan should also specifically address the interplay between the development of waste facilities and any large strategic (mixed use or industrial) developments planned such as Area Action Plans. There are particular opportunities available with regards to smaller scale waste to energy facilities, heat use and combined heat and power (CHP) or, preferably, CHCP (combined heat, cooling and power).
- Finally, the Authority would like to see a prioritisation of municipal waste management sites within the North London Waste Plan. The apportionment requirements contained within the London Plan do not distinguish between municipal and commercial and industrial waste in terms of site and land allocation. The Authority is concerned that if the North London Waste Plan allocates sites for waste facilities, given the commercial opportunities available within London in relation to commercial waste, that these sites will be quickly taken up with the development of commercial and industrial waste treatment facilities, leaving limited or no capacity for municipal waste treatment and processing. This could then require excessive journeys by municipal refuse collection vehicles and the associated environmental and financial impacts on local communities.

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)? [click on the relevant box]

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
- x 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).

Please explain your answer below by clicking on the grey box and typing your response

In terms of municipal waste the Authority considers that option b (and option c) are the most appropriate, namely that the Plan should, "make more sites available to manage even more of North London's waste, being as self sufficient as possible", **as well** as making some extra provision for contingency and other wastes. This is assuming that there can be some prioritisation of municipal waste sites as noted in our response to question 3 above.

The Authority's reasons for selecting option b above is as follows:

1. Firstly the manner in which residual municipal waste may be processed in the future could lead to additional pressure on land and a need to make more sites available beyond the current allocation requirements of the London Plan. In particular, the Authority recommends that the Plan should allocate some land on which development is contingent upon the expansion of third-party markets for solid recovered fuel or SRF. SRF is considered as waste and accordingly both its production and use must be accommodated within London in order to meet self sufficiency targets. This means that land is required for facilities to both process the incoming residual waste into SRF and then additionally to burn, gasify or pyrolyse the SRF in thermal treatment facilities. Compared to conventional incineration which is a one-step process taking mixed waste and burning it to produce and beneficially distribute power (and potentially heat), the SRF process is a two-step route which will require significant additional land. Whilst SRF use may be outside of North London, the Plan should build sufficient contingency to allow for local use to meet self sufficiency requirements.

2. Secondly, the Authority suggests that the Plan should also build contingency to account for potential solutions that may involve other neighbouring waste disposal authorities to North London which on a practical level could bring overall economies of scale for London ratepayers. Principally this means including some mechanism within the North London Waste Plan for 'sharing' the allocation for sites near to waste authority boundaries which may be processing waste from more than one waste plan area.
3. Thirdly, the Authority considers that it will be necessary for North London to go beyond its apportionment targets and to become as self-sufficient as possible because it is unlikely that other areas will be willing to allocate sites to process North London's waste. If North London doesn't aim to be self sufficient this means that other areas will have to take up the remaining waste being produced in North London but not managed within the area. The deliverability of this solution then assumes that other areas, either within London or outside of London will be willing to grant planning permission for new facilities for processing this material. The Authority believes that other areas such as the Eastern and South East of England regions will assume that London will meet its 2020 85% self sufficiency target both overall and on a sub-regional basis and will be reluctant to take what they see as 'extra' waste from a part of London which has been allocated a lower than the London-wide self sufficiency target, of 69%. Given the pressure on land *within* London the Authority also considers it unlikely that other parts of London will be willing to accept facilities processing waste which has not been generated locally, perhaps with the exception of sites using SRF. This is particularly important for the municipal waste stream that the Authority is responsible for as, in addition to the environmental and transport impacts, there are significant potential financial impacts from the Landfill Allowance Trading Scheme that may affect local council tax payers if the Authority is unable to arrange sufficient services for local residents' waste to be diverted from landfill.
4. Fourthly the Authority suggests that at this early stage in the process, it is necessary to allocate more land for waste processing than required in the London Plan because of the risk of changing site or facility use. The current processing of municipal waste in North London is heavily reliant on the Edmonton waste facility site, owned by LondonWaste Ltd. This site handles 46% of the municipal waste generated in North London, excluding material transferred in Islington and then passed on to Edmonton, (North London Waste Authority Best Value Performance Plan 2007). This site may not be available to the North London Waste Authority and its constituent boroughs after December 2014. If the site, was redeveloped for example to handle commercial waste there would be no net loss of existing waste processing capacity, but it could leave the ability of North London to process its municipal waste very vulnerable if insufficient replacement sites had been identified, particularly for the municipal waste stream.
5. Finally, the Draft Further Alterations to the London Plan, (Greater London Authority, September 2006), assume that its policy of 95% recycling/reuse of construction wastes will be met and therefore do not place any specific requirements on authorities to allocate land for construction, demolition and excavation wastes. The North London Waste Authority considers this target to be ambitious and that particularly as systems for recycling and reuse are developing that it will be necessary to allocate sites to process this material,

even if on a temporary basis. Similarly in relation to hazardous waste, the Authority considers it prudent to allocate land for its management – the bulking of domestic fridges, which are classed as hazardous waste, for example, needs to continue to be accommodated within North London.

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

Question 5

Are there any sites within the broad locations (as defined in paragraph 3.14 of the Issues and Options report) set out in the Early Alterations to the London Plan that you think are particularly suitable or unsuitable for waste management? [add suggestions by clicking on the grey box and typing your response]

The Authority considers the broad locations set out in the Early Alterations to the London Plan, (Greater London Authority, December 2006) to be broadly suitable for waste facilities, with the exception of the Barnet Northern Telecom Industrial Business Park (North London Business Park). The Authority does not consider the North London Business Park to be suitable for waste facilities primarily because it is poorly served by major road transport links by which local wastes might be delivered, and any potential for the railway line to be used would likely only be suitable for exporting waste outside of London (which may be contrary to the London Plan).

However, if this broad location was excluded from the North London Waste Plan, then the Authority considers that it would be necessary to carry out another search to identify potential sites in the north and west of the North London Waste Plan area. From a transport impact, economies of scale and equitability perspective, the Authority considers that it would not be justifiable only to rely on sites within the Lee Valley to the east of the Plan area.

The Authority has not identified any sites within the broad locations (as defined in paragraph 3.14 of the Issues and Options report) and set out in the Early Alterations to the London Plan, which are particularly suitable or unsuitable for waste management although from an operational perspective, Barnet and Central Leaside are particularly useful for the management of municipal waste.

The Authority also considers that effort needs to be made to identify sites in inner London to minimise transport impacts and costs and for equity reasons.

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) [add suggestions by clicking on the grey box and typing your response]

The Authority's existing rail waste transfer station at Hendon is a particularly suitable location for handling waste from the south-west of the North London Waste Plan area, (Inner London). It is well located from a transport perspective, just off the North Circular, M1 and A5 and is also rail linked. This site is subject to redevelopment and relocation of the facility and the Authority would like to see a replacement waste treatment facility provided in this area because of its suitability for serving parts of central London as outlined above.

Some of the areas which are currently subject to Area Action Plans, are also likely to provide suitable locations for waste management facilities, particularly for combined heat and power (CHP) operations as outlined in our response to question 3.

Question 7

Which of the following options offers the best approach for determining number, size and distribution of waste management facilities within North London? [click on the relevant box]

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
- x 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; or
- d. an alternative to the above?

Please explain your answer below by clicking on the grey box and typing your response

From a municipal waste perspective option c offers the best approach, with an emphasis on larger sites (and facilities) for residual waste treatment and industrial CHP users. Reuse, recycling and composting facilities should be provided for at the optimum economy of scale, taking into account the holistic impacts of collection, handling, and reprocessing.

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? [click on the relevant box]

Options

- a. Allocate specific technology types to specific sites; or
- b. Allocate sites for general waste use; or
- x 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.

Please explain your answer below by clicking on the grey box and typing your response

To be consistent with national planning guidance (Planning Policy Statement Number 10), the Authority would not expect the North London Waste Plan to prescribe the waste management techniques or technologies that will be used to deal with specific waste streams in the area. Rather, that the Plan will identify the

type or types of waste management facility that would be appropriately located on the allocated sites or in the allocated area.

The Authority would like to see some sites allocated for municipal waste management and others for non-municipal waste. This would offer some protection of sites for developing facilities that can be used to help deliver on statutory targets for municipal waste, i.e. landfill diversion targets for municipal waste and recycling targets for household waste. As outlined in our response to question 3, unless municipal waste sites are protected and/or prioritised in some way within the Plan, we are concerned that sites will be bought and developed for commercial waste management leaving the Authority and its constituent boroughs at risk of not having sufficient sites for developing municipal waste management facilities, that deliver on national objectives and targets to move the management of municipal waste away from landfill.

Ideally, within this criterion, the Authority would also like as much flexibility as possible in relation to technology choice, and would ideally like to see sites allocated for general waste use with the above criteria added. However, we also recognise from residents' perspectives, that it may be preferable to see sites allocated for something more specific than just "waste use". The Authority recognises that it may be necessary to balance greater certainty (for residents) against flexibility (for the Authority and commercial developers in terms of maximising competition during procurement) and also, importantly, for allowing for technology change over time. Therefore, if sites are to be allocated for specific technology types, the Authority would recommend that the technology choices are banded, so for example, sites might be allocated for:

- Reuse and recycling
 - Re-use / refurbishment of local waste (e.g. furniture and electronic consumer goods)
 - Reuse and recycling centres to which residents take their waste and recyclables
 - Recycling bulking or sorting / composting / anaerobic digestion / waste transfer
- Residual waste treatment (non-thermal) – which could include production of SRF
- Thermal treatment in its broadest sense, including all CHP and CHCP facilities that use a SRF

The above should be qualified too by our earlier request that individual sites are allocated with a preference for either municipal or non-municipal wastes, or that areas are identified with indicative percentages for municipal and non-municipal wastes.

As outlined in the Authority's response to question 3, it may be appropriate to cluster or co-locate particular types of site, e.g. thermal treatment with a local heat user, or recyclables bulking or sorting with a recycle user and this could be facilitated by the above banding approach.

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? [click on the relevant box]

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.

Please explain your answer below by clicking on the grey box and typing your response

Given the time it has taken to date to develop suitable multi-modal vehicles for delivering waste by water, (within Hackney and Haringey in North London); the need for investment in more wharf sites to gain access to the blue ribbon network and the fact that many recycle users outside of London are neither rail nor water linked, the Authority considers that a flexible approach is needed to sustainable transport. Time is needed to develop alternatives to road, as implicitly the co-ordinated development of two or more facilities separated by significant distances is needed. The Authority therefore suggests that sites which offer access to a range of the above should be prioritised, but with a recognition that more sustainable modes of transport might not be immediately viable. Sustainable transport should also be a positive factor in development control decisions.

The Authority suggests that sites with non-arterial road access should be of the lowest priority for major waste sites, unless a viable alternative means of delivering wastes to the site can be demonstrated.

Consideration also needs to be given to the quality of the access, not just the access itself, particularly in terms of the practicality of using the access. For example a site might be adjacent to a major road network and rail sidings, but it may not be practical to use the rail sidings if they are on a major passenger rather than freight route, or if to access the sidings, it is necessary to cross two sets of rail tracks. Therefore, some greater level of prioritisation of a practical nature should also be given within the above sustainable transport criteria.

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? [click on the relevant box]

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
- x 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.

Please explain your answer below by clicking on the grey box and typing your response

In addition to the criteria specified in Planning Policy Statement 10, the Authority considers that one additional criteria and one amendment to the criteria should be made as follows:

- There should be an additional criterion specific to thermal treatment, which includes proximity to heat users, new strategic developments (which might use the energy or heat produced) and the electricity grid.
- The criteria in relation to prioritising previously developed land, as outlined in Planning Policy Statement 10, should be extended to include land of an industrial character.

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? [click on the relevant box]

Options

- x 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.

Please explain your answer below by clicking on the grey box and typing your response

The Authority would like to see capacity provision for construction, demolition and excavation waste included in the plan, but only if the Plan is also able to prioritise or protect sites earmarked for municipal waste in some way. The rationale for including

construction, demolition and excavation wastes within the Plan is included in the Authority's answer to question 4, bullet point 5.

Issue 7 – Hazardous Wastes

Question 12

Should we account for Hazardous wastes when making provision for waste management facilities? [click on the relevant box]

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.

Please explain your answer below by clicking on the grey box and typing your response

The Plan should reasonably accommodate hazardous waste for three reasons:

- Firstly to ensure that the potential for compensatory provision is available if existing hazardous waste facilities are lost.
- Secondly to ensure continuity of service and provision for specific elements of the municipal waste stream, such as fridges.
- Thirdly, because waste definitions and economics change over time. At some point in the future, arisings of a particular component of the wider waste stream may be deemed to be hazardous and sufficiently large to justify a new strategic facility in the area.

In relation to the last point above, it may be useful to include a general statement within the Plan which addresses the issue of wastes being re-classified from one category into another, and how the Plan might accommodate this in the long term, or how development control decisions should respond to this matter if and when it arises.

Finally, the Authority notes that the North London Waste Plan is currently based upon municipal waste growth projections developed and produced for the North London Joint Waste Strategy, Mayor's Draft, September 2004. In the light of recent waste production trends in North London, (which have seen a slowing in growth rates compared to previous periods), the Authority is currently in the process of reviewing and potentially revising these growth rates for the future. Any changes will be subject to review and agreement of the North London Waste Authority and its constituent borough councils as equal partners in the development and delivery of the North London Joint Waste Strategy. The Authority will be pleased to advise any such changes if and when they occur.

Thank you for taking the time to complete this questionnaire. Please return it **by 4th March**:

- by email to feedback@nlwp.net; or
- by post to Archie Onslow, Programme Manager, North London Waste Plan, Camden Town Hall, Argyle Street, London WC1H 8EQ.

If you provide us with your personal information, it will be held in accordance with the Data Protection Act. The information will only be used in recording your responses and to keep you informed about future opportunities to be involved in the North London Waste Plan. No personal information you have given us will be passed on to third parties for commercial purposes.

Report Ends