

Southeast London Boroughs' Joint Waste Apportionment Technical Paper

Lewisham version for Core Strategy EIP

**Final Draft, February 2010
(Updated March 2010)**

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JOINT WASTE TECHNICAL PAPER SUMMARY

1.0 Introduction and Background

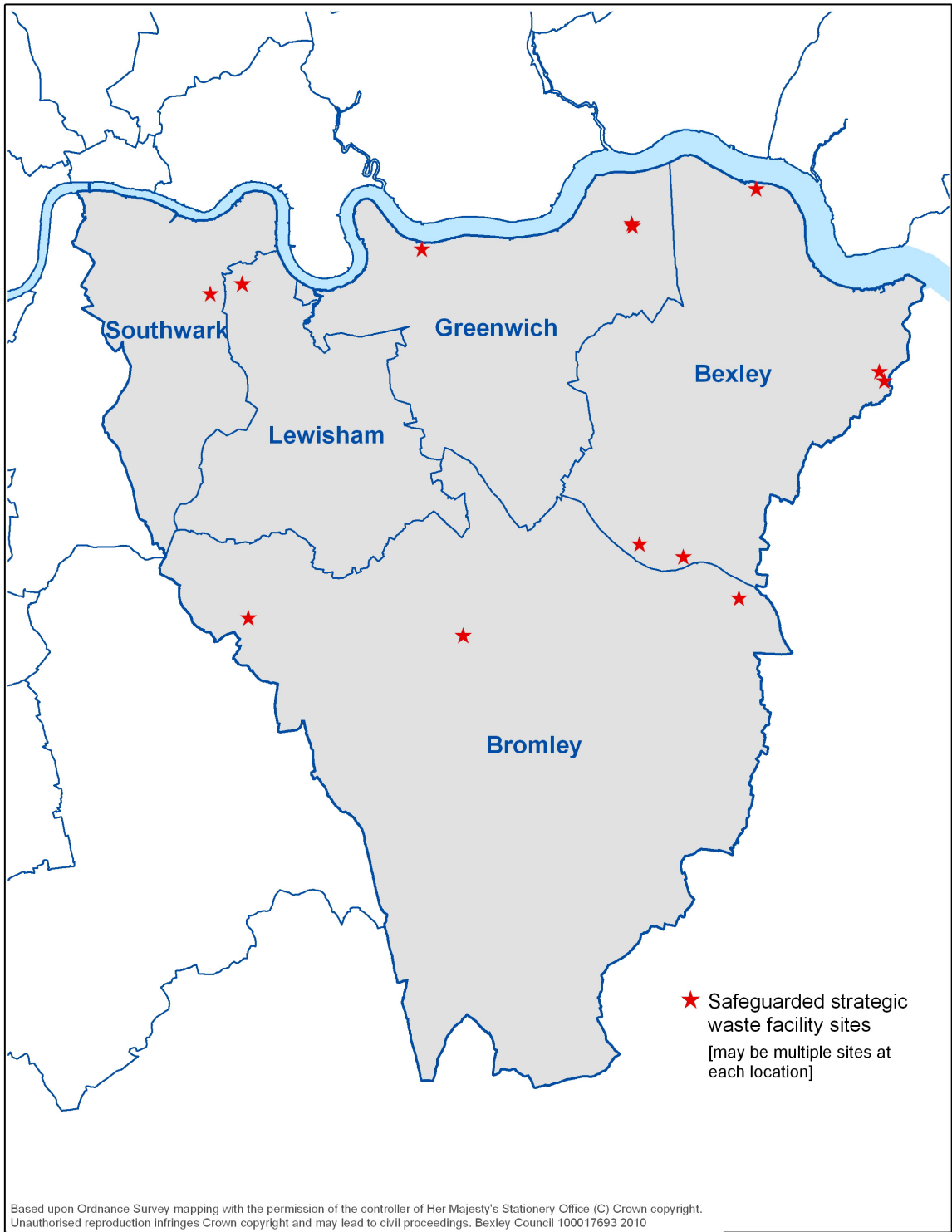
- 1.1 This paper has been prepared as a technical evidence paper for the Lewisham Core Strategy Examination. This draft document has been prepared by the South East Joint Waste Group in order to demonstrate how we will meet the apportionment targets set by the Greater London Authority in both the adopted London Plan and the draft replacement London Plan. This information is accurate as of February 2010.
- 1.2 We are committed to work towards achieving the requirements of the London Plan Policies 4A.21 and 4A.22 and the draft replacement London Plan policies 5.16 and 5.17, in line with the guidance set out in Planning Policy Statement 10. We are working with the London Boroughs of Bexley, Bromley, Greenwich and Southwark waste planning authorities to identify sub-regional requirements for waste management facilities (map 1). We have an adopted unitary development plan (July 2004) and have prepared a core strategy (Pre Submission Draft February 2010). We will prepare a Development Management Development Plan Documents to ensure that we protect sites to manage waste produced in Lewisham to meet our apportionment targets. We are confident that we can meet our waste apportionment targets for both the adopted London Plan and the draft replacement London Plan both as an individual authority and as a joint waste group.
- 1.3 This paper is a “live” document and will be updated continuously by each borough as policies and targets change and as boroughs can provide more certainty about how we are meeting apportionment targets. As each borough completes the various stages of the core strategy process, this document will be updated. This document will be agreed by each borough at the appropriate stage.

European Union directive

- 1.4 The European Union issued a directive on 5 April 2006, known as the European Waste Directive (Directive 2006/12/EC). This states that it is important for the European community as a whole to become self-sufficient in waste disposal, and for member states individually to aim at self-sufficiency (paragraph 8). In order to achieve this, waste management plans should be drawn up by member states (paragraph 9). Under Article 5 of the Directive, member states are required to take appropriate measures to establish an integrated and adequate network of disposal installations. This document will be updated in time for submission of the Core Strategy if there is progress in any of the boroughs.

National Guidance

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



Map 1: Southeast London joint waste working group area, with locations of safeguarded waste sites and facilities identified

- 1.6 The Southeast London Boroughs are preparing core strategies that have slightly different time horizons, although in accordance with Planning Policy Statement 12 they all cover at least fifteen years from the date of adoption. The draft replacement London Plan targets now extend beyond this 15 year period to 2031. This paper demonstrates how we can meet these apportionment targets up to 2026 and beyond.
- 1.7 Government guidelines outlined in Planning Policy Statement 10: Planning for Sustainable Waste Management require the Mayor's London Plan to apportion the tonnages of waste to be managed in the region to each Waste Planning Authority (WPA) area, or to groups of Waste Planning Authority's where they have agreed to work jointly (paragraph 9 and annex F).
- 1.8 Planning Policy Statement 10: Planning for Sustainable Waste Management (July 2005) has placed detailed requirements on local authorities to provide policies and site specific proposals for dealing with an identified amount of waste through their Local Development Frameworks in the Development Plan Documents. There is a requirement to allocate sites to support the amount of waste apportioned to each borough for at least a ten-year period (paragraph 17).
- 1.9 Through their core strategies, the boroughs will set out plans for delivery of facilities to meet the apportionment to 2020 (the Planning Policy Statement 10 paragraph 16 and London Plan policy 4A.25 requirement), whilst looking beyond a further five years to 2025 in order to provide the evidence needed for the 15-year scope of the Core Strategy Development Plan Document (Planning Policy Statement 12 paragraph 4.13 requirement).

London Plan

- 1.10 As part of its waste planning powers, through the adopted *London Plan, consolidated with alterations since 2004*, (Feb 2008) and the *Minor alteration to the draft replacement London Plan* (Dec 2009) the Mayor has required London authorities to set aside land that can be allocated for the treatment of waste (policies 4A.25 and 5.17 respectively). The draft replacement London Plan is due to be adopted in late 2011 following on from its Examination in Public in summer 2010.
- 1.11 The Mayor has set a target (Policy 4A.21) within the London Plan for London to be 85% self-sufficient in dealing with its waste by 2020, and the tonnage allocations required reflect this (policy 4A.25). All London boroughs are required to set aside sufficient land within their statutory planning document(s) to manage this waste. London Plan Policy 4A.25 states that 'Boroughs... may wish to collaborate by pooling their apportionment requirements.'
- 1.12 Through the draft replacement London Plan the Mayor no longer sets a target for London to be self-sufficient in dealing with its waste instead policy 5.16 requires us to "*improv(ing) London's net self-sufficiency through reducing the proportion of waste exported from the capital over time*". The Mayor has also reduced the waste projections. This has been reflected through new policy 5.17 and the new borough level apportionments for Municipal Solid Waste and Construction and Industrial waste set out in table 5.3 of the Minor alterations to the consultation draft replacement London Plan.

- 1.13 This technical paper has been prepared jointly by the London Boroughs of Bexley, Bromley, Greenwich, Lewisham and Southwark (the 'Southeast London Boroughs'). Its purpose is to provide sound evidence to support the Core Strategy Development Plan Document being prepared by each borough as part of their Local Development Framework. It will do this by identifying suitable strategic sites for the management of waste, and by demonstrating that, through the waste capacities from these sites, the Southeast London Boroughs collectively meet their obligations resulting from the London Plan waste apportionment allocations.
- 1.14 Table 4A.6 of the London Plan identifies the baseline apportionment figures for the waste to be managed in London by boroughs, and is used as the basis for this technical paper. The waste apportionments have been allocated among London boroughs to ensure that London's target for 85% self sufficiency in dealing with its waste arising is achieved by 2020. The Mayor is proposing that this table will be replaced by table 5.3 as set out in the Minor alterations to the consultation draft replacement London Plan and by policies 5.16 and 5.17 of the draft replacement London Plan. The draft replacement London Plan has, in addition to altering the apportionment target, extended the timescales to 2031. Our Joint Waste Technical Paper demonstrates how we meet the apportionment targets for this timescale.
- 1.15 The five boroughs involved in preparing this joint technical document are at different stages in the preparation of their Local Development Frameworks. Two of the borough's core strategies are due for adoption in 2011 with the other three borough's core strategies being adopted in 2012 and cover a period up to 2026 and 2027 respectively.
- 1.16 Each of the boroughs will prepare core strategies and other development plan documents that set out planning strategies for sustainable waste management appropriate to their area. They will take into account their sustainable community strategies and other relevant strategies of the local authority including waste strategies. In doing so they will also set out appropriate policies for the safeguarding of strategic waste sites in order to be in general conformity with the adopted London Plan and the draft replacement London Plan. Reflecting the aims of Planning Policy Statement 12, it is recognised some flexibility is required in core strategies in providing for waste management facilities whilst also demonstrating that proposals are deliverable.

Summary of Findings and Conclusions

- 1.17 The Southeast London boroughs, through the evidence supplied by this technical paper, have identified the land that they intend to designate as safeguarded strategic waste facility sites in their core strategies (and other development plan documents, if needed). The combined annual waste capacity of these safeguarded sites will meet all of the apportionment requirements for the sub-region.
- 1.18 The spreadsheet setting out individual site capacities is shown at **Appendix A**. This spreadsheet shows the different capacities at the different monitoring years (2010, 2015, 2020 and 2025) and explains when different sites will be up and running, if the site is not already an operational waste facility. The formulas then allow for these variations, and the totals are set out for each

borough and compared to the combined Mayor apportionment figures for the Southeast London boroughs as set out in the adopted London Plan table 4A.6 and the draft replacement London Plan table 5.3.

- 1.19 The results show a surplus of waste capacity for each of the five-year periods, with the smallest capacity at 2010, before some identified waste facilities have come online (the energy from the energy recovery facility at Belvedere, with its large annual licensed waste throughput, is not planned to be operational until December of 2010).
- 1.20 The projected surplus over the current adopted London Plan waste apportionment requirements (table 4A.6) is: 859,655 tonnes per annum at 2011; 385,530 tonnes per annum at 2015; 50,405 tonnes per annum at 2020; and 2,280 tonnes per annum at 2026. These figures are based on actual throughput if the facility is operational or has already received planning permission along with the potential waste capacity for each of the sites which are not operational or have planning permission. For civic amenity sites where a portion of the site is for waste transfer, only the recycled component of the facility is counted.

Table 1 South East London waste apportionment and capacity

	2011	2016	2021	2026	2031
Allocated Capacity (the capacity of sites set aside for waste)	1,694,587	2,367,937	2,367,937	2,367,937	2,367,937
Adopted London Plan Apportionment	1,485,000	1,967,000	2,310,000	2,366,000	-
Draft replacement London Plan Apportionment	1,298,000	1,479,000	1,671,000	1,875,000	2,089,000
Surplus over adopted London Plan	859,655	385,530	50,405	2,280	
Surplus over draft replacement London Plan	1,046,655	873,530	689,405	493,280	287,155

- 1.21 As the waste apportionment targets have been reduced in the revised draft replacement London Plan the projected surplus over the waste apportionment requirement (table 5.3 of the minor alterations to the draft replacement London Plan) is: 1,046,655 tonnes per annum at 2011; 873,530 tonnes per annum at 2016; 689,405 tonnes per annum at 2021; 493,280 tonnes per annum at 2026; and 287,155 tonnes per annum at 2031. The methodology used is the same as set out above and in appendix A.
- 1.22 These group figures set out above exceed the amount needed for the waste apportionment requirements set out in Table 4A.6 of the London Plan (at 2020) and the revised apportionment target set out in table 5.3 of minor alterations to the draft replacement London Plan. This shows that the Southeast London boroughs are fully capable, by relying on the safeguarded strategic sites outlined in this technical paper, of playing their part in ensuring that London will become truly self-sufficient in dealing with its waste arising.
- 1.23 Table 2 shows that Lewisham Council could meet their waste apportionment targets as an individual borough for both the adopted London Plan

apportionment requirement (table 4A.6) and the draft replacement London Plan apportionment requirement (table 5.3).

Table 2 London Plan waste apportionment targets for Lewisham and Lewisham's individual surplus over the period 2011 to 2031

	2011	2016	2021	2026	2031
Lewisham Allocated Capacity (the capacity of the sites set aside for waste)	543,252	543,252	543,252	543,252	543,252
Adopted London Plan Apportionment	208,000	275,000	323,000	331,000	-
Draft replacement London Plan Apportionment and minor alterations to the draft replacement London Plan	182,000	207,000	234,000	263,000	293,000
Surplus over adopted London Plan	335,252	268,252	220,252	212,252	-
Surplus over draft replacement London Plan	361,252	336,252	309,252	280,252	250,252

- 1.24 A detailed review of each identified strategic waste site is set out at **Appendix B**. This review includes details such as: the size of the site, the types of waste and the type of facility, the licensed throughput of waste, as well as any future plans for the site. Additionally, the *potential* waste capacity of the site is determined by either:
- Calculating the potential waste capacity of the site based on recent planning applications for neighbouring sites, or
 - Using the Mayor methodology formula of 80,000 tonnes per annum multiplied by the size of the site (in hectares) as set out in the London Waste Apportionment Study, December 2006 (paragraph 4.30), prepared by Jacobs Babbie for the Greater London Authority.
- 1.25 Please note that further work on each Core Strategy Development Plan Document may result in more strategic sites for waste management being identified which would further contribute to the capacity listed in this paper. Additionally, there are many sites in each borough that currently are operating as licensed waste facilities. These sites have not been identified in this technical paper as they are not considered *strategic* to the spatial plans for each borough, or for the region, a Planning Policy Statement 12 (paragraph 4.6) requirement for being included in the Core Strategy Development Plan Document.
- 1.26 The Southeast London Boroughs are committed to the requirements of the London Plan Policies 4A.21 and 4A.22 and the draft replacement London Plan policies 5.16 and 5.17 and undertake to work together to identify subregional requirements for waste management facilities and will develop core strategies and promote sites to manage the non-municipal controlled waste arising within the partner boroughs.

2.0 NATIONAL POLICY CONTEXT

Waste Strategy for England 2007

- 2.1 Despite major progress since 2000, England's performance on waste still lags behind many European countries. The Waste Strategy for England 2007 (the 'Strategy') builds on Waste Strategy 2000 and the progress since then but aims for greater ambition by addressing the key challenges for the future through additional steps and by following the waste hierarchy.
- 2.2 Therefore the Government's key objectives (executive summary of the Waste Strategy for England 2007 paragraph ix) for this strategy are to:
- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
 - meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
 - increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
 - secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
 - get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.
- 2.3 Higher national targets than in Waste Strategy 2000 (executive summary of the Waste Strategy for England 2007 paragraph xii) have been set for:
- recycling and composting of household waste – at least 40% by 2010, 45% by 2015 and 50% by 2020; and
 - recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.
- 2.4 The main elements of the new strategy (executive summary of the Waste Strategy for England 2007 paragraph xv) are to :
- Incentivise efforts to reduce, reuse, recycle waste and recover energy from waste.
 - Reform regulation to drive the reduction of waste and diversion from landfill while reducing costs to compliant businesses and the regulator;
 - Target action on materials, products and sectors with the greatest scope for improving environmental and economic outcomes;
 - Stimulate investment in collection, recycling and recovery infrastructure, and markets for recovered materials that will maximise the value of materials and energy recovered; and

- Improve national, regional, and local governance, with a clearer performance and institutional framework to deliver better coordinated action and services on the ground.
- 2.5 The overall impact should be an annual net reduction in global greenhouse gas emissions from waste management, with a greater focus on waste prevention.
- 2.6 New policies and actions are included in the strategy (executive summary of the Waste Strategy for England 2007 paragraph xxiv) to:
 - ensure that Regional Spatial Strategies and Local Development Frameworks conform to national planning guidance on waste so that the waste infrastructure projects needed to deliver the strategy receive planning approval, while promoting best practice in the way local authorities consult stakeholders on their waste strategies; and,
 - encourage a variety of technologies of energy recovery (including anaerobic digestion) so that unavoidable residual waste is treated in the way which provides the greatest benefits to energy policy.

Planning for waste infrastructure

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

Planning Policy Statement 10 (PPS10): Planning for Sustainable Waste Management ; July 2005.

- 2.8 The overall objective of Government policy on waste, paragraph 1, is: “to protect human health and the environment by producing less waste and by using it as a resource wherever possible. Through more sustainable waste management, moving the management of waste up the ‘waste hierarchy’ of reduction, reuse, recycling and composting, using waste as a source of energy, and only disposing as a last resort the Government aims to break the link between economic growth and the environmental impact of waste.”
- 2.9 Planning Policy has recently undergone a fundamental change in the approach towards Waste Management. The most important change has been the change in emphasis with regard to Best Practicable Environmental Option (BPEO). As this element is now required in overall Waste Management Strategies, it is no longer required to be repeated under PPS10. In its place, a self-sufficiency principle has been established where communities should plan around dealing with their own waste rather than sending it elsewhere. The concept of the waste hierarchy is strengthened in PPS10, with one of the key planning objectives being to drive waste management up the waste hierarchy.
- 2.10 The planning system is expected to support the government objectives for waste management by demonstrating how waste arisings in the local

authority area will be catered for. Specific sites are to be identified in the Local Development Framework, in accordance with broad locations identified through the Regional Spatial Strategy (in London, this is the London Plan).

- 2.11 Planning's role (paragraph 2) is to deliver sustainable waste management:
- through the development of appropriate strategies for growth, regeneration and the prudent use of resources; and,
 - by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time.
- 2.12 Planning authorities are required to prepare and deliver planning strategies (paragraph 3) that:
- help deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option, but one which must be adequately catered for;
 - provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities;
 - help implement the national waste strategy, and supporting targets, are consistent with obligations required under European legislation and support and complement other guidance and legal controls such as those set out in the Waste Management Licensing Regulations 1994;
 - help secure the recovery or disposal of waste without endangering human health and without harming the environment, and enable waste to be disposed of in one of the nearest appropriate installations;
 - reflect the concerns and interests of communities, the needs of waste collection authorities, waste disposal authorities and business, and encourage competitiveness;
 - protect green belts but recognise the particular locational needs of some types of waste management facilities when defining detailed green belt boundaries and, in determining planning applications, that these locational needs, together with the wider environmental and economic benefits of sustainable waste management, are material considerations that should be given significant weight in determining whether proposals should be given planning permission; and,
 - ensure the design and layout of new development supports sustainable waste management.
- 2.13 With regard to Local Development Documents, PPS10 specifically states that:
- Planning authorities should prepare local development documents that reflect their contribution to delivering the Regional Spatial Strategy, which aims to provide sufficient opportunities to meet the identified needs of their area for waste management for all waste streams (paragraph 4, bullet point 1).
 - The Core Strategy should set identify sufficient opportunities for sustainable waste management that enables for the provision of waste management facilities in appropriate locations. It should be supported by

land allocations for new or enhanced waste management facilities (paragraph 11).

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

3.0 THE REGIONAL CONTEXT

The London Plan

3.1 The Mayor's London Plan is the strategic planning document for London setting out an integrated social, economic and environmental framework for the future development of London, looking forward 15 – 20 years. It was adopted in February 2004 and has since been altered, with the latest version published February 2008. A draft replacement London Plan was published in October 2009, with minor alterations in December 2009. This has been subject to consultation and is expected to go to Examination in the summer 2010.

General conformity requirement for borough Local Development Documents

3.2 Under the development plan system introduced by the Planning and Compulsory Purchase Act 2004, the requirement for general conformity now applies to Local Development Documents. Section 24(1) of the Act specifies that local development documents must be in general conformity with the spatial development strategy. This means that at the point of adoption, an Local Development Document must be in general conformity with the London Plan, otherwise section 24(1) is infringed.

Key Waste Policies in the London Plan consolidated with Alterations since 2004 (published Feb 2008)

- 3.3 To comply with the above, London Boroughs must meet the following key points in order to address waste issues:
- Ensure that facilities with sufficient capacity to manage 75% of waste arising within London are provided by 2010, rising to 80% by 2015 and 85% by 2020 (see Table 3, below, for the Southeast London boroughs' apportionment requirements to meet these targets);
 - Minimise the level of waste generated;
 - Exceed levels of recycling or composting in municipal waste of 35% by 2010 and 45% by 2015);
 - Identify new sites in suitable locations;
 - Safeguard all existing sites; and
 - Meet all criteria in choosing sites, in addition to minimising the environmental impacts on surrounding areas.

Table 3 Borough Apportionment Totals for 2020 (excerpt from Table 4A.6 of the London Plan)

MAYOR APPORTIONMENT REQUIREMENTS (in tonnes per annum, at 2020)						
	Bexley	Bromley	Greenwich	Lewisham	Southwark	Totals:
Municipal	248,000	134,000	182,000	113,000	133,000	810,000
C&I	459,000	248,000	337,000	210,000	246,000	1,500,000
Totals	707,000	382,000	519,000	323,000	379,000	2,310,000

Table 4 Relevant London Plan Waste Policies

Policy Number	The London Plan, consolidated with Alterations since 2004 (published Feb 2008)
4A.21	<p>Waste strategic polices and targets</p> <p>In order to meet the national policy aim that regional and other planning bodies should provide a framework in which communities take more responsibility for their own waste and enable sufficient and timely provision of waste management facilities to meet the needs of their communities, the Mayor will work in partnership with the boroughs, the Environment Agency, statutory waste disposal authorities and operators to:</p> <ul style="list-style-type: none"> • ensure that facilities with sufficient capacity to manage 75 per cent (15.8 million tonnes) of waste arising within London are provided by 2010, rising to 80 per cent (19.2 million tonnes) by 2015 and 85 per cent (20.6 million tonnes) by 2020 • minimise the level of waste generated, in accordance with Chapter 4B of the Mayor's Municipal Waste Management Strategy, and by following the principles in the Sustainable Design and Construction SPG • increase re-use and recycling and composting of waste, and reduce landfill disposal • minimise the amount of energy used, and transport impacts from, the collection, treatment and disposal of waste in line with the Mayor's target of reducing carbon dioxide emissions • promote generation of renewable energy and renewable hydrogen from waste • exceed recycling or composting levels in municipal waste of: <ul style="list-style-type: none"> – 35 per cent by 2010 – 45 per cent by 2015 • achieve recycling or composting levels in commercial and industrial waste of 70 per cent by 2020 • achieve recycling and re-use levels in construction, excavation and demolition waste of 95 per cent by 2020. <p>The minimum quantities represented by these targets are, for municipal waste, 1.7 million tonnes in 2010 and 2.3 million tonnes in 2015. This would leave some 3.1 million tonnes in 2010 and 2.9 million tonnes in 2015 to be dealt with by other means, with a declining reliance on landfill and an increasing use of new and emerging technologies.</p> <p>Boroughs should ensure that land resources are available to implement the Mayor's Municipal Waste Management Strategy, Waste Strategy 2007, the Landfill directive and other EU directives on waste.</p> <p>The Mayor will monitor key waste indicators in the London Plan Annual</p>

	<p>Monitoring Report and in monitoring reports for the Mayor's Municipal Waste Management Strategy. 222 Mayor of London The London Plan Where waste cannot be recycled, the Mayor will encourage the production of energy from waste using new and emerging technologies, especially where the products of waste treatment could be used as fuels (e.g. biofuels and hydrogen).</p> <p>Having regard to the existing incineration capacity in London and with a view to encouraging an increase in waste minimisation, recycling, composting and the development of new and emerging advanced conversion technologies for waste, the Mayor will consider these waste management methods in preference to any increase in conventional incineration capacity. Each case however will be treated on its individual merits. The aim is that current incinerator capacity will, over the lifetime of this plan, become orientated towards non-recyclable residual waste. The Mayor will also consider, in preference to incineration, technologies that have the potential to produce renewable hydrogen from waste.</p>
<p>4A.22</p>	<p>Spatial polices for waste management</p> <p>In support of the Mayor's Municipal Waste Management Strategy, the aim of driving waste management up the waste hierarchy, the objectives of communities taking more responsibility for their own waste and disposing of waste in one of the nearest appropriate installations and the need to plan for all waste streams, the Mayor will, where appropriate, and DPD policies should:</p> <ul style="list-style-type: none"> • safeguard all existing waste management sites (unless appropriate compensatory provision is made) • require, wherever feasible, the re-use of surplus waste transfer sites for other waste uses • identify new sites in suitable locations for new recycling and waste treatment facilities, such as MRFs, waste reuse and recycling centres (Civic Amenity sites), construction and demolition waste recycling plants and closed vessel composting • require the provision of suitable waste and recycling storage facilities in all new developments • support appropriate developments for manufacturing related to recycled waste • support treatment facilities to recover value from residual waste • where waste cannot be dealt with locally, promote waste facilities that have good access to rail transport or the Blue Ribbon Network in accordance with Policy 4C.8 • safeguard waste sites, including wharves (in accordance with Policy 4C.9), with an existing or future potential for waste management and ensure that adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance. <p>The Mayor will promote the co-ordination of the boroughs' waste policies and will work with boroughs to identify strategically important sites for waste management and treatment and will expect boroughs to apply the provisions set out in this Policy and Policies 4A.23, 4A.25 and 4A.27 in bringing forward development plans and in considering development proposals.</p> <p>The Mayor will work with the LDA, the boroughs and business to identify opportunities for introducing new waste reprocessing capacity in London. Boroughs in their DPDs must identify suitable sites where materials reprocessing facilities can be located. The Mayor will encourage the development of resource recovery parks/ consolidation centres, where manufacturing industries and recycling and recovery industries can co-locate.</p> <p>He will also work with the South East and East of England regional authorities to co-ordinate strategic waste management across the three regions. He supports the establishment of an inter-regional body to co-ordinate technical issues across the three regions.</p>

<p>4A.23</p>	<p>Criteria for the selection of sites for waste management and disposal London boroughs should in their development plan documents identify sites and allocate sufficient land for waste management and disposal, employing the following criteria:</p> <ul style="list-style-type: none"> • proximity to source of waste • the nature of activity proposed and its scale • the environmental impact on surrounding areas, particularly noise emissions, odour and visual impact and impact on water resources • the full transport impact of all collection, transfer and disposal movements, particularly maximising the potential use of rail and water transport • primarily using sites that are located on Preferred Industrial Locations or existing waste management locations. <p>Wherever possible, opportunities should be taken to include provision for Combined Heat and Power and Combined Cooling Heat and Power and to accommodate various related facilities on a single site (resource recovery parks / consolidation centres).</p> <p>The Mayor will keep these criteria under review, and SRIFs should reflect the need for any sub-regional interpretation. In recognition that there will inevitably be some movement of waste across the regional boundaries, the Mayor will work with the South East and East of England regional authorities to co-ordinate strategic waste across the three regions.</p>
<p>4A.24</p>	<p>Existing Provision – capacity, intensification, re-use and protection</p> <p>As existing waste management sites have the potential to make a significant contribution to London’s self sufficiency through re-orientation, it is important that this strategic resource is safeguarded. Accordingly boroughs should protect existing waste sites and facilitate the maximum use of existing waste sites, particularly waste transfer facilities and existing land fill sites.</p> <p>If for any reason, an existing waste management site is lost to non waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved.</p>
<p>4A.25</p>	<p>Borough level apportionment of municipal and commercial / industrial waste to be managed</p> <p>Boroughs in their DPDs should identify sufficient land to provide capacity to manage waste apportioned tonnages set out in table 4A.6 [see table 3 above referring only to the relevant Boroughs for this Strategy. Boroughs preparing joint waste DPDs may wish to collaborate by pooling their apportionment requirements.</p>
<p>4A.26</p>	<p>Numbers and types of recycling and waste treatment facilities.</p> <p>Boroughs in their development plan documents should identify a range of waste management facilities to manage a capacity of 13 million tonne municipal and commercial/industrial waste, to be provided 2005-2020 in accordance with the locational criteria set out in policies 4A.22 and 4A.23.</p>
<p>4A.27</p>	<p>Broad locations suitable for recycling and waste treatment facilities</p> <p>Boroughs in their DPDs should identify adequate provision for the scale of waste use identified. The Broad locations for these facilities are:</p> <ul style="list-style-type: none"> ▪ Strategic Industrial Locations (Preferred Industrial Locations and Industrial Business ▪ Parks –see map 4A.3 and Table 4A.8); ▪ Local Employment areas; and ▪ Existing waste management sites.

<p>4A.28</p>	<p>Construction, excavation, and demolition waste</p> <p>The Mayor will and boroughs should support new construction, excavation and demolition waste management facilities in London by encouraging recycling at existing sites, safeguarded wharves, using mineral extraction sites for recycling and ensuring that major development sites are required to recycle by using mobile facilities on site wherever practicable.</p> <p>Boroughs should ensure that existing construction, excavation and demolition waste management sites are safeguarded, and are encouraged to provide facilities to make more beneficial use of this waste stream. They should ensure that on-site mobile facilities are supported through planning conditions.</p> <p>The Mayor, the Environment Agency and other regional partners will work together to minimise construction, excavation and demolition waste and associated environmental impacts. DPDs should require developers to produce site waste management plans to arrange for efficient materials and waste handling, and require waste to be removed from the site, and materials to be brought to the site, by water or rail transport wherever that is practicable</p>
<p>4A.29</p>	<p>Hazardous waste</p> <p>The Mayor will work in partnership with the boroughs, the Environment Agency and industry to identify the capacity gap for dealing with hazardous waste and to provide and maintain direction on the need for hazardous waste management capacity.</p> <p>Having regard to the above, DPDs should:</p> <ul style="list-style-type: none"> ▪ make provision for hazardous waste treatment plants to achieve, at regional level, the necessary waste management requirements ▪ identify suitable sites for the storage, treatment and reprocessing of certain hazardous waste streams ▪ identify sites for the temporary storage, treatment and remediation of contaminated soils and demolition waste during major developments.
<p>4A.30</p>	<p>Better use of aggregates</p> <p>To ensure an adequate supply of aggregates the Mayor will work with strategic partners to achieve targets of:</p> <ul style="list-style-type: none"> ▪ 95 per cent recycling and re-use of construction and demolition waste by 2020 ▪ 80 per cent recycling of that waste as aggregates in London by 2020.
<p>4A.31</p>	<p>Spatial policies to support the better use of aggregates</p> <p>DPDs should:</p> <ul style="list-style-type: none"> ▪ identify and safeguard aggregate resources suitable for extraction ▪ adopt the highest environmental standards for aggregates extraction in line with National Minerals Policy Guidance ▪ support the development of aggregate recycling facilities in appropriate and environmentally acceptable locations, with measures to reduce noise, dust and visual intrusion to a practical minimum ▪ safeguard wharves with an existing or future potential for aggregates handling and ensure adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance ▪ protect existing railhead capacity to handle and process aggregates ▪ minimise the movement of aggregates by road, and maximise the movement of aggregates via the Blue Ribbon Network in accordance with policies in Chapter 4C.
<p>4A.33</p>	<p>Bringing contaminated land into beneficial use</p> <p>The Mayor will work with strategic partners to enhance remediation of contaminated sites and bring the land into beneficial use.</p>
<p>4A.34</p>	<p>Dealing with hazardous substances</p>

	<p>LDFs should include policies relating to the location of establishments where hazardous substances are used or stored, and to the development of land within the vicinity of establishments where hazardous substances are present in order to limit the consequences of any potential accidents.</p> <p>The Mayor will and boroughs should take into account the presence of hazardous substances in making policies and determining applications that relate to the development of land in the vicinity of establishments where hazardous substances are stored.</p>
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Draft replacement London Plan

- 3.4 The Mayor's draft replacement London Plan is the strategic planning document for London setting out an integrated social, economic and environmental framework for the future development of London, looking forward 15 – 20 years. It was published in October 2009 and has since had a minor alteration published in December 2009.

Key waste policies in the draft replacement London Plan (published October 2009) including with Minor Alteration (published December 2009).

- 3.5 This plan revisits the policies in the London Plan, the waste projections and the waste apportionment figures set out in the adopted London Plan. The apportionment targets have been reduced in most cases. The apportionment figures are set out below in table 5. The numbers in brackets are those stated in the 2008 London Plan; those not in brackets are those in the Minor Alterations to the draft replacement London Plan released in December 2009.
- 3.6 To comply with the draft replacement London Plan, London Boroughs must meet the following key points in order to address waste issues:
- Manage as much of London's waste within London as practicable;
 - Create positive environmental impacts from waste processing;
 - Work towards zero waste to landfill by 2031;
 - Minimise the level of waste generated;
 - Exceed levels of recycling or composting in municipal waste of 45% by 2015, 50% by 2020 and aspiring to achieve 60% by 2031;
 - Exceed recycling and reuse levels in commercial and industrial waste of 70% by 2020;
 - Exceed recycling and reuse levels in construction, excavation and demolition waste of 95% by 2020;
 - Identify and allocate new sites in suitable locations;
 - Safeguard all existing sites; and
 - Meet all criteria in choosing sites, in addition to minimising the environmental impacts on surrounding areas.

Table 5 South East London waste apportionment targets

MAYOR APPORTIONMENT REQUIREMENTS (in tonnes per annum, at 2021)						
	Bexley	Bromley	Greenwich	Lewisham	Southwark	Totals:
Municipal	208,000 (248,000)	112,000 (134,000)	153,000 (182,000)	95,000 (113,000)	112,000 (133,000)	680,000 (810,000)
C&I	304,000 (459,000)	163,000 (248,000)	223,000 (337,000)	139,000 (210,000)	163,000 (246,000)	992,000 (1,500,000)
Totals	512,000 (707,000)	275,000 (382,000)	376,000 (519,000)	234,000 (323,000)	275,000 (379,000)	1,672,000 (2,310,000)
MAYOR APPORTIONMENT REQUIREMENTS (in tonnes per annum, at 2026)						
	Bexley	Bromley	Greenwich	Lewisham	Southwark	Totals
Municipal	243,000	131,000	179,000	111,000	131,000	795,000
C&I	331,000	177,000	243,000	151,000	177,000	1,075,000
Totals	574,000	308,000	422,000	263,000	308,000	1,874,000
MAYOR APPORTIONMENT REQUIREMENTS (in tonnes per annum, at 2031)						
	Bexley	Bromley	Greenwich	Lewisham	Southwark	Totals
Municipal	279,000	150,000	205,000	128,000	150,000	833,000
C&I	361,000	193,000	265,000	165,000	193,000	1,033,000
Totals	640,000	343,000	470,000	293,000	343,000	1,866,000

- 3.7 The apportionment targets have been reduced by the Mayor in the draft replacement London Plan for four key reasons which are as follows:
- Reductions in the amount of municipal solid waste generated per household;
 - Lower projected household growth
 - Lower employment growth
 - Continued structural change in London's economy with a continued steep decline in manufacturing, coupled with growth in business and financial services, leisure and personal services, hotel and restaurants and health and education.

Table 6 draft replacement London Plan waste policies

Policy Number	The draft replacement London Plan, with Minor Alteration to the consultation draft replacement London Plan (published December 2009)
5.16	<p>Waste Self-sufficiency</p> <p>Strategic</p> <p>A The Mayor will work with London boroughs and waste authorities, the London Waste and Recycling Board (LWaRB), the Environment Agency, the private sector, third sector groups, and neighbouring regions and authorities to:</p> <ul style="list-style-type: none"> a manage as much of London's waste within London as practicable b create positive environmental impacts from waste processing c work towards zero waste to landfill by 2031. <p>B This will be achieved by:</p> <ul style="list-style-type: none"> a minimising waste

	<p>b encouraging the reuse of and reduction in the use of materials</p> <p>c exceeding recycling/composting levels in municipal solid waste (MSW) of 45 per cent by 2015, 50 per cent by 2020 and aspiring to achieve 60 per cent by 2031</p> <p>d exceeding recycling/composting levels in commercial and industrial waste of 70 per cent by 2020</p> <p>e exceeding recycling and reuse levels in construction, excavation and demolition (CE&D) waste of 95 per cent by 2020</p> <p>f improving London's net self-sufficiency through reducing the proportion of waste exported from the capital over time</p> <p>g working with neighbouring regional and district authorities to co-ordinate strategic waste management across the greater South East</p>
5.17	<p>Waste Capacity</p> <p>Strategic</p> <p>A The Mayor supports the need to increase waste processing capacity in London. He will work with London boroughs and waste authorities to identify opportunities for introducing new waste capacity, including strategically important sites for waste management and treatment, and resource recovery parks/consolidation centres, where recycling, recovery and manufacturing activities can co-locate.</p> <p>Planning decisions</p> <p>B Proposals for waste management should be evaluated against the following criteria:</p> <p>a locational suitability (see LDF preparation F and G below)</p> <p>b proximity to the source of waste</p> <p>c the nature of activity proposed and its scale</p> <p>d a positive carbon outcome of waste treatment methods and technologies (including the transportation of waste, recyclates and waste derived products) resulting in greenhouse gas savings, particularly from treatment of waste derived products to generate energy</p> <p>e the environmental impact on surrounding areas, particularly noise emissions, odour and visual impact and impact on water resources</p> <p>f the full transport impact of all collection, transfer and disposal movements, particularly maximising the potential use of rail and water transport using the Blue Ribbon Network</p> <p>The following will be supported:</p> <p>g developments that include a range of complementary waste facilities on a single site</p> <p>h developments for manufacturing related to recycled waste</p> <p>i developments that contribute towards renewable energy generation, in particular the use of technologies that produce a renewable gas</p> <p>j developments for producing renewable energy from organic/biomass waste.</p> <p>C Wherever possible, opportunities should be taken to provide combined heat and power and combined cooling heat and power.</p> <p>D Developments adjacent to waste management sites should be designed to minimise the potential for disturbance and conflicts of use.</p> <p>E Suitable waste and recycling storage facilities are required in all new developments.</p> <p>LDF preparation</p> <p>F Boroughs must allocate sufficient land and identify waste management facilities to provide capacity to manage the tonnages of waste apportioned in this Plan. Boroughs preparing joint waste LDFs may wish to collaborate by pooling their apportionment requirements.</p>

	<p>G Land to manage borough waste apportionments should be brought forward through:</p> <ul style="list-style-type: none"> a protecting and facilitating the maximum use of existing waste sites, particularly waste transfer facilities and landfill sites b identifying sites in Strategic Industrial Locations (see Policy 2.17) c identifying sites in Locally Significant Employment Areas (see Policy 4.4) d safeguarding wharves (in accordance with policy 7.25) with an existing or future potential for waste management. <p>H If, for any reason, an existing waste management site is lost to non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved.</p>
5.18	<p>Construction, excavation, and demolition waste</p> <p>Planning decisions</p> <p>A New construction, excavation and demolition (CE&D) waste management facilities should be encouraged at existing waste sites, including safeguarded wharves, and supported by:</p> <ul style="list-style-type: none"> a using mineral extraction sites for CE&D recycling b ensuring that major development sites are required to recycle CE&D waste on-site, wherever practicable, supported through planning conditions. <p>B Waste should be removed from construction sites, and materials brought to the site, by water or rail transport wherever that is practicable.</p> <p>LDF preparation</p> <p>C LDFs should require developers to produce site waste management plans to arrange for the efficient handling of CE&D waste and materials</p>
5.19	<p>Hazardous waste</p> <p>Strategic</p> <p>A The Mayor will work in partnership with the boroughs, the Environment Agency, industry and neighbouring regional and local authorities to identify the capacity gap for dealing with hazardous waste and to provide and maintain direction on the need for hazardous waste management capacity.</p> <p>LDF preparation</p> <p>B LDFs should:</p> <ul style="list-style-type: none"> a make provision for hazardous waste treatment plants to achieve, at regional level, the necessary waste management requirements b identify suitable sites for the storage, treatment and reprocessing of certain hazardous waste streams c identify sites for the temporary storage, treatment and remediation of contaminated soils and demolition waste during major developments.

The Mayor's Municipal Waste Management Strategy

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

- Plans should identify existing waste management sites with capacity for the future and, where practicable, new or extended sites, sufficient to make adequate provision of waste management facilities for the future. Where specific locations are not identified, Waste Planning Authorities

should indicate either 'areas of search' or identify comprehensive criteria against which applications for the development of waste management facilities could be considered.

- Waste Planning Authorities should include policies that require consideration of all the options for managing waste generated, including waste arisings from new major development proposals and demonstrate that the preferred policies are consistent with Best Practicable Environmental Option.
- Waste Planning Authorities should plan for a provision of waste management facilities that is consistent with forecasts of local and regional requirements, including the proximity principle and regional self-sufficiency. They should not seek to prohibit the development of particular types of waste facility unless they are confident that adequate alternative facilities will be available in their area.

The Mayor's draft replacement Municipal Waste Management Strategy 2010

- 3.9 The Mayor has now produced a draft replacement Municipal Waste Management Strategy for London on the 18th January 2010. This is currently out for consultation. A second draft will be published for public consultation in summer 2010, and the final Strategy will be published in late 2010/early 2011. This will provide new and revised policies and proposals to achieve the Mayor's vision for waste in 2020. This is part of his two pronged approach to managing London's waste. He has proposed a Business Waste Strategy (BWS) for London's commercial and industrial waste, and construction, demolition and excavation waste.
- 3.10 The Mayor's vision is that London will become a world leader in municipal waste management. The draft Municipal Waste Management Strategy 2010 sets following objectives and targets aim to support this vision:

Objectives

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

Targets

- To achieve zero municipal waste direct to landfill by 2025.
- To reduce the amount of household waste produced in 2008/09 from 970kg per household to 790kg per household by 2031. This is equivalent to a 20 per cent reduction per household.

- To increase London's capacity to reuse or repair municipal waste from approximately 10,000 tonnes each year in 2008 to 40,000 tonnes a year in 2012 and 120,000 tonnes a year in 2031.
- To recycle or compost at least 45 per cent of municipal waste by 2015, 50 per cent by 2020 and 60 per cent by 2031.

3.11. The new draft replacement Municipal Waste Management Strategy refers to the draft replacement London Plan to assist in achieving these objectives and targets. The draft replacement London Plan will address the waste apportionment and regional self-sufficiency.

4.0 LOCAL POLICY CONTEXT

Table 7 Planning for waste overview

London Borough	Bexley	Bromley	Greenwich	Lewisham	Southwark
Current Development Plan	Saved UDP policies London Plan	UDP (adopted July 2006) London Plan	UDP (adopted July 2006) London Plan	Saved UDP policies London Plan	Saved UDP policies (adopted July 2007) London Plan
Future plans for waste Name of DPD (with estimated date of adoption)	Core Strategy (Feb 2012) Erith Area Action Plan (Oct 2012) Site Specific Allocations (Feb 2013) Development Standards (Jul 2013)	Core Strategy (July 2012) Site Specific Allocations (2012) Development Standards (2012)	Core Strategy (Sep 2012) Site Specific Allocations (April 2013) Development Standards (April 2013)	Core Strategy (Dec 2011) Site Specific Allocations (Feb 2012) Development Standards (Feb 2012)	Core Strategy (Jan 2011) Development Management Policies (May 2014)
Municipal Waste Management Strategy	Waste Management Strategy for Bexley 2009 – 2014, adopted 2009	Draft Waste Management Strategy and Draft Waste Minimisation Plan	Draft Waste Management Strategy for Greenwich to be published 2010	Draft Waste Management Strategy (DWMS)	Draft Waste Management Strategy 2003 – 2021, and Draft Waste Minimisation Plan 2007 – 2010

LB Bexley
Current Development Plan
 Saved Unitary Development Plan Policies

- 4.1 Under the provisions of the Planning and Compulsory Purchase Act 2004, Bexley's UDP (Adopted July 2004) was saved for a period of three years that expired in September 2007. Since then, most of the Unitary Development Plan policies have been saved through the Secretary of State's Direction.
- 4.2 However, almost all of the UDP policies relating to waste have been allowed to expire by the Direction. UDP policies that have been saved, which pertain to development of waste facilities, can be found within the Part 1 general policies (G14 and G34), and within Part 2 policies (E1 and ENV39 – ENV41) relating to employment and the environment. The detail of these saved policies are as follows:

UDP Policy G14 identifies the Borough's Primary Employment Areas as the main industrial areas of the borough and the main locations where land has been identified as available for employment-creating uses.

UDP Policy G34 states that the Council, in general, will not permit developments that will have an adverse impact on the environment in terms of pollution of all kinds. Additionally, careful consideration will be given to the effects on proposed developments of polluted or contaminated land to ensure there is no danger to public safety of health.

UDP Policy E1 sets out criteria for proposals for development for industrial and commercial uses, including waste, and Policy E3 sets out the borough's Primary Employment Areas in accordance with Policy G14.

UDP Policies ENV39 – ENV41 provide additional environmental criteria to ensure that proposals for new development will not have any adverse effects on the surrounding built and natural environment.

Future Plans for Waste

- 4.3 Bexley is currently preparing a Core Strategy DPD, which will set out specific policies and proposals for waste management, including safeguarding the strategic waste sites identified within this Technical Paper along with specific policy criteria to assess applications for new waste management facilities. The Core Strategy is scheduled to be submitted to the Secretary of State in March 2011.
- 4.4 The Council is committed to the requirements of the London Plan Policies 4A.21 and 4A.22 and undertakes to work with other waste planning authorities to identify subregional requirements for waste management facilities and will develop a core strategy and promote sites to manage the non-municipal controlled waste arising within Bexley.

Municipal Waste Management Strategy

- 4.5 Bexley is a Waste Disposal Authority and has responsibilities for its own contracts in the collection and disposal of waste. Bexley has an adopted Municipal Waste Management Strategy.

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

Reduce waste growth: Raise awareness of waste issues and the importance of waste reduction in order to slow the future growth in waste arisings.

Sustainable waste management: By using the waste hierarchy as a sensible framework ensure that all waste arisings in Bexley's area are dealt with in the best practicable and environmentally friendly way to continue Bexley's reputation for being a green borough.

Divert waste from landfill: Aim to meet biodegradable waste diversion targets, with the aim of minimising the purchase of landfill allowances, by focusing on increasing recycling and composting and introducing new treatment technologies.

Meet recycling targets: Increase as far as is practicably possible and economically viable the amount of waste that is recycled and composted in Bexley to maintain our historical high level of recycling and work towards achieving and exceeding the statutory performance standards and the targets set out in the Mayors Waste Strategy.

Deliver Best Value: Develop integrated and complementary collection methods so as to maximise the economies of scale and maintain a high service standard to the public.

Flexibility: Bexley will make sure that it is ready to respond to change in regulatory and relevant market conditions and emerging technologies.

Improve inclusion: Engaging with the general public, local businesses and community organisations so as to ensure that objectives described above can be achieved.

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

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

- Slow, stabilise and reverse the rate of growth of municipal waste
- Achieve 50% recycling rate

- Minimise the amount of waste sent to landfill using available technologies which are easily accessible to Bexley, at the best possible price and causing the least amount of harm to the environment.

LB Bromley Current Development Plan

- 4.9 The London Borough of Bromley adopted a revised Unitary Development Plan in July 2006. In July 2009, the Secretary of State issued a direction to save relevant policies until replaced through the adopted Local Development Framework. The adopted Unitary Development Plan approach to waste is set out below.
- 4.10 The Unitary Development Plan (Chapter 14: Environmental Resources, Objective 1) seeks to minimise waste generation, encourage greater reuse of materials and recycling of waste, and ensure that waste management facilities are environmentally acceptable.
- 4.11 Policy ER2 sets out the criteria for assessing subsequent planning applications for such facilities.
- 4.12 The Unitary Development Plan does not specifically safeguard existing waste facilities sites, but lists options to meet identified targets, including the replacement of an existing site, a new civic amenity site and sites for other types of waste management facility (paragraph 14.8).

Future Plans for Waste

- 4.13 Under the provisions of the Planning & Compulsory Purchase Act 2004, these matters will be addressed through the preparation of a Core Strategy, which is scheduled for adoption in 2012. Associated Site Allocations and Development Standards Development Plan Document are scheduled for adoption in 2012.

Municipal Waste Management Strategy

- 4.14 As a Unitary Waste Authority, the Council is also preparing a Municipal Waste Management Strategy and a Waste Minimisation Plan. Both documents were published in draft in 2006.
- 4.15 “The Waste Minimisation Plan acknowledges that Bromley is a high waste producer and aims to reduce waste arisings per head through the following initiatives:
- Home Composting & Digestion
 - Home Reduction & Reuse
 - Community Reduction & Reuse
 - Product & Service Approaches
- 4.16 The aim is to reduce its waste arisings to consistently below the London average and ultimately to send no primary waste to landfill. The short term aims are to reduce our waste per head (BVPI 84a) as set out in the Council’s Performance Plan, *‘Building a Better Bromley’*:
- 2006/07 <525kg/head
 - 2007/08 <536kg/head

- 2008/09 <540kg/head
- 4.17 The challenge is more difficult than the recycling challenge as there are no simple service changes (other than restricting the size of residual waste containers) and waste minimisation is largely dependent on changing public attitudes and behaviour.
- 4.18 In setting the waste minimisation objectives, account has been taken of Bromley's priorities as set out in *Building a Better Bromley* and the recommendations of the Audit Commission's inspection of waste service in 2003. The objectives have also drawn on the work of the Waste Minimisation Officer Group, which comprised officers from all seven of the Council's portfolio areas and the Environment PDS working group which was made up of both local councillors and waste management officers.
- 4.19 The waste minimisation aims should contribute to:
- reducing the cost of waste disposal and limiting the financial risks presented by landfill tax and LATS penalties
 - protecting human health and the environment, both for the short term and in the longer term to seek to meet the needs of future generations
 - delivering 'excellent' services, including achieving and even exceeding our statutory recycling (waste minimisation generally increases recycling rates without having to increase recycle tonnages) and diversion targets.
- 4.20 Once 100% recycling participation has been achieved, the only way to increase recycling rates will be to reduce residual (e.g. dustbin) waste.
- 4.21 The Council's draft Waste Management Strategy's overarching objective is to manage waste in accordance with the waste hierarchy, seeking to reduce the amount of waste produced first and breaking the link between economic growth and the amount of waste produced. The Management Strategy comprises three parts:

2006-2008 action plan ('Recycling for All') Actions will include a targeted waste minimisation campaign and promotion of waste reduction and reuse. Bromley's Home Composting and Real Nappy Campaigns will continue to be supported

2008-2016 development plan ('New Collection System') Possible introduction of appropriately sized wheeled bins for residual waste (incorporating proposals for restricting collection of 'side waste'). This element has now been updated and revised. The revised policy is to introduce a weekly collection service for food waste and paper, whilst reducing the frequency of the residual waste collection service to fortnightly.

Post-2016 option plan ('Towards Zero Waste to Landfill') The aim of this post-2016 plan is to progressively move waste up through the waste hierarchy. The Council will use all appropriate means to engage with customers (both public and commercial) to ensure they understand the importance of, and assist in, actively minimising the amount of waste produced in the borough. It will be the aim to ensure that waste tonnages will only ever fall, and the same prominence will be afforded to reuse initiatives that are currently afford to recycling. Ultimately Bromley will aspire to send no primary waste directly to landfill by 2016.

LB Greenwich Current Development Plan

- 4.22 The London Borough of Greenwich adopted a replacement Unitary Development Plan in July 2006. In July 2009, the Secretary of State issued a direction to save relevant policies until replaced through the adopted LDF.
- 4.23 Waste is addressed in Chapter 5 of the Unitary Development Plan 'Environmental Protection'. The waste policies, set out below, have been saved.

Policy E14 establishes Waste Hierarchy principles. It states that the 'proximity principle' and Best Practicable Environmental Option will be applied when considering applications for waste management facilities and that movement of waste by rail and river will be encouraged.

Policy E15 encourages on site provision for the reduction of waste and the separation of recyclable materials when considering major commercial, industrial and residential applications.

- 4.24 The Unitary Development Plan does not specifically safeguard existing waste facilities sites. It does, however, list current sites; namely the Council's existing Civic Amenity Site and Waste Transfer Station and Materials Recycling Facility and a planned re-use and recycling centre which will enable the processing and re-use of discarded electrical goods and furniture (paragraph 5.43). The re-use and recycling centre is ready for occupation once an operator has been found.
- 4.25 The Unitary Development Plan also states that the Council are investigating the possibility of developing an anaerobic digestion facility which will enable a greater proportion of green and kitchen waste to be processed (paragraph 5.39). The Council commenced its householder green and kitchen waste collections in January 2008. A study into potential sites for this facility has been completed, a Screening Opinion has been submitted and a full planning application is anticipated in 2010.

Future Plans for Waste

- 4.26 Under the provisions of the Planning & Compulsory Purchase Act 2004, these sites will be formally safeguarded in the Core Strategy. Issues and Options were published for consultation in February 2008, a Draft Core Strategy with Reasonable Alternatives will be published in Summer 2010. The Core Strategy is scheduled for adoption in September 2012. Site Specific Allocations and Development Control Policies DPDs are scheduled for adoption in early 2013.

Municipal Waste Management Strategy

- 4.27 As a Unitary Waste Authority, the Council is preparing a Municipal Waste Management Strategy which will be published in draft in 2010. This will be reflective of the Government's Municipal Waste Strategy 2007 and the

Council's new kerbside collection regime which was implemented in January 2008.

LB Lewisham

Current Development Plan

Saved Unitary Development Plan Policies

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

4.29 However, not all the UDP policies relating to waste were saved by this direction. The following is the list of 'saved' waste policies from the adopted UDP:

STR ENV PRO 1 *the need to minimise the waste generation and encourages greater reuse of materials and recycling of waste and ensures that schemes for waste disposal are environmentally acceptable.'*

ENV PRO 2 *Special Waste and Hazardous Substances Developments involving special wastes, hazardous substances, or uses requiring hazardous substances consent, will not be approved whilst there is a risk to public health and safety.'*

ENV PRO 3 *Waste Management Co-ordination The Council will seek to integrate and co-ordinate its waste management methods with neighbouring authorities'.*

ENV. PRO 5 *Waste Management Facilities The following criteria will be used for assessing applications for waste management facilities:*

- *transport, traffic and access arrangements are made so as to encourage use of rail or water transport wherever possible, and not to increase traffic through residential areas and to direct heavy vehicles to the main road network;*
- *whether any adverse effect of emissions of particulates, dust and gases can be mitigated to an acceptable level;*
- *whether any adverse effect of odour, noise, litter, vermin or birds can be mitigated to an acceptable level;*
- *surface and underground water are not adversely affected, nor land stability;*
- *the facility is not visually intrusive;*
- *whether any adverse impact on any element of nature conservation or historic interest on the site can be mitigated;*
- *hours of operation and duration of operations are controlled so as not to disturb neighbours;*
- *reinstatement of the site to an appropriate after use (if relevant); and*
- *compatibility with adjacent developers.*

Sites of Nature Conservation Importance, Metropolitan Open Land, Public Open Space and Urban Green Space will generally not be regarded as appropriate locations for waste management facilities.

ENV. PRO 6 *Recycling and Civic Amenity Site To provide a suitable site for a civic amenity site and encourage a greater level of recycling. The Borough's civic*

need for a Civic Amenity Site will be met by the provision of a site at Landmann Way. Recycling will be achieved by:

(a) encouraging and facilitating the separation and collection of waste at source, by providing suitable receptacles in superstores, supermarkets and similar large developments, and where appropriate in new housing developments;

(b) encouraging proposals for small scale recycling centres across the Borough at accessible locations, provided there will be no adverse effect on the amenities of the residential area by way of noise, vibration, smell or visual intrusion or excessive traffic generation.

Future Plans for Waste

- 4.30 The Council is replacing the Unitary Development Plan with development plan documents as part of the Local Development Framework . The waste strategy, including proposals to implement the waste hierarchy of reduce, reuse and recycle and proposals to safeguard necessary waste facilities and deal with the waste apportionment resulting from the Further Alterations to the London Plan will be set out in the Council's Core Strategy and Development Policies and Site Allocations Development Plan Documents.
- 4.31 The Council has given priority to producing the core strategy as the first and most important of the development plan documents. The proposed submission draft version of the core strategy will be published in February 2010. This document includes the following policy:

Core Strategy Policy 13

Addressing Lewisham's waste management requirements

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

(*see paragraph 7.109)

Paragraph 7.109 reads: The draft replacement London Plan sets out new waste apportionment figures to 2031 for London Boroughs. The new draft apportionment figures are significantly lower than those given in the 2008 London Plan. The reasons given are: a reduction in the amount of waste generated per household; lower projected household growth and employment growth; and a continued decline in manufacturing which produces waste. The Lewisham figure for 2031 is now projected to be 293, 000 tonnes, which is considerably less than the projected figure for 2020 in the current London Plan. On current best projections the Borough will therefore have no problem meeting waste apportionment up to 2031.

- 4.32 More detailed waste management policies will be set out in the development management DPD and the sites safeguarded for waste to meet the London Plan requirements will be allocated in the site allocation DPD to be produced in 2010.

Municipal Waste Management Strategy

- 4.33 The London Borough of Lewisham has a Waste Management Strategy 2006, which was adopted by the Mayor & Cabinet in December 2008. The Plan continues to be implemented with the Mayor and Cabinet approving the continuation of a number of schemes and allocating a £1m budget for the delivery of the initiatives in 2009/10 financial year.

LB Southwark

Introduction

- 4.34 We are committed to work towards achieving the requirements of the London Plan Policies 4A.21 and 4A.22 and the draft replacement London Plan policies 5.16 and 5.17, in line with the guidance set out in Planning Policy Statement. We are working with the London Boroughs of Bexley, Bromley, Lewisham and Greenwich waste planning authorities to identify sub-regional requirements for waste management facilities.
- 4.35 We have an adopted unitary development plan (July 2007) and have published a core strategy (January 2010). We will prepare a Development Management Development Plan Document (adoption in May 2014) to ensure that we continue to protect sites to manage waste produced in Southwark to meet our apportionment targets. We are confident that we can meet our waste apportionment targets for both the adopted London Plan and the draft replacement London Plan both as an individual authority and as a joint waste group.

Current Development Plan – Saved policies

- 4.36 The London Borough of Southwark adopted a revised Unitary Development Plan in July 2007 known as the Southwark Plan. We are proposing to save all policies until the core strategy is adopted in January 2011. We will then replace policies by the core strategy and other development plan documents or area action plans as they are adopted. The waste policies will be saved until they are replaced by the development management development plan document.

4.37 The core strategy is at publication stage. This will be submitted to the Secretary of State in March 2010, and will be adopted in January 2011 in line with our Local Development Scheme. The apportionment targets set out in this paper and our site allocation will cover a period beyond the core strategy (2011 - 2026) up to 2031.

4.38 The Southwark Plan and the emerging core strategy meets the Planning Policy Statement 10 and the London Plan requirements by protecting existing sites and allocating sites for waste in the future. This is through the following policies:

Southwark Plan

- 5 Strategic policy 12 is not being saved. It will be replaced by Strategic Policy 13 in the core strategy.
- 6 Policy 3.7 is being saved until it is replaced by a policy in the Development Management Development Plan Document in 2014.
- 7 Policy 3.8 is being saved until it is replaced by a policy in the Development Management Development Plan Document in 2014.

Core strategy

- Strategic Policy 13 will replace strategic policy 12 in the Southwark Plan.

4.39 All of this is set out in full in the Local Development Scheme. Full details of the waste policies and allocations are set out in the table below:

Table 8 Southwark waste policies

Adopted Southwark Plan Policy	Core Strategy Policy	How this meets the requirements of the London Plan
<p>Strategic policy 12 <i>all developments should, where appropriate, reduce pollution and improve the environmental performance of buildings especially for energy, water and waste management.</i></p>	<p>This policy is being replaced by the emerging core strategy policy “Strategic policy 13” in January 2010 This policy requires development to help us live and work in a way that respects the limits of the planet’s natural resources, reduces pollution and damage to the environment and helps us adapt to climate change. As part of this, this policy addresses waste and sets out the following requirements:</p> <p>Increasing recycling and composting, reducing landfill and making more use of waste as a resource.</p> <p>By 2015 we will be recycling and composting at least 45%</p>	<p>These policies are in line with the guidance set out in PPS 10 by providing a plan for waste management.</p> <p>These policies are in line with the London Plan policy, In particular the emerging strategic policy 13 reflects policy 4A.21 targets. The principle of strategic policy 13 also reflects policy 5.16 in the draft replacement London Plan. Some of these targets have changed. If this plan is adopted we will reflect this in the core strategy strategic policy 13.</p>

	<p>of municipal waste and by 2025 at least 70% of commercial and industrial waste.</p> <p>We are aiming to meet the Mayor's target of recycling or reusing 95% of construction, excavation and demolition waste by 2020.</p> <p>Require applicants to demonstrate how they will avoid waste and minimise landfill from construction and use of a development.</p> <p>Working jointly with Bromley, Bexley, Greenwich and Lewisham to collectively manage more of our waste and meet the draft replacement London Plan waste apportionment target</p> <p>We are building a state of the art resources centre at Old Kent Road and have set aside enough facilities and land to help us meet this target</p>	
<p>Policy 3.7 <i>All developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities.</i></p> <p><i>The design of waste and recycling facilities must be easily and safely accessible, improving local amenity. To demonstrate how the waste management hierarchy will be applied during construction and after the development is completed, the council will require major development proposals to be supported by a sustainability assessment.</i></p>	<p>This policy will be saved until it is replaced by a Development Management Development Plan Document in May 2014</p>	<p>This policy is in line with London Plan policies, the draft replacement London Plan policies and the Mayor's Municipal Waste Management Strategy</p>
<p>Policy 3.8 <i>i. Existing Facilities:</i></p> <p><i>Existing waste sites will be protected. Planning permission will not be granted for the change of use of a waste management facility unless:</i></p>	<p>This policy will be saved until it is replaced by a Development Management Development Plan Document in May 2014</p>	<p>This policy is in line with London Plan policies 4A.22, 4A.23, 4A.24, 4A.25, 4A.27 and the Mayor's Municipal Waste Management Strategy. This policy is also in line with policy 5.17 of the draft replacement London Plan.</p>

<ul style="list-style-type: none"> ▪ <i>The applicant demonstrates that it is surplus to requirements; or</i> ▪ <i>The applicant provides another facility with similar or enhanced provision within the borough.</i> <p><i>ii. New Facilities: All new waste management facilities, other than sites for the storage of recyclables and small scale composting facilities and temporary on-site construction and demolition waste management facilities, should be located within Preferred Industrial Locations. All proposals for new and extended waste management facilities must demonstrate how the best environmental practicable option and principles of sustainable waste management have been applied. All proposals for new and extended waste management facilities are subject to a detailed Sustainability Assessment.</i></p>		
<p>Site allocation 56P</p>	<p>This allocation will be retained in the Core Strategy</p>	<p>This allocation designates an 11 hectare site on the Old Kent Road as a waste management facility. This allocation is being saved in the Core Strategy and future Development Management Development Plan Documents. This allocation allows us to meet our apportionment target as set out 32 in the London Plan and the draft replacement London Plan. The allocation of this site is in line with London Plan policies 4A.22, 4A.23, 4A.25, 4A.26, 4A.27 and table 4A.6. Half of this site has recently been granted planning permission. This will process 198,000 tonnes of waste each year. This will be operational in 2011.</p>
	<p>Strategic Policy 14 Implementation and delivery. This policy sets out how we will ensure that our strategic vision and objectives are implemented. In relation to</p>	<p>This is in line with Planning Policy Statement 10. It is also in line with London Plan policies and draft replacement London Plan policies.</p>

	waste it states that this includes actions such as the preparation of this paper, the construction of the new waste management facility, and reviewing our waste minimisation strategy	
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Future Plans for Waste

Designated Facilities

- 4.40 Southwark Council will provide the appropriate facilities with capacity to sort and process 452,550 tonnes per annum of waste produced in Southwark in the most sustainable manner in accordance with the waste hierarchy. The details of this are set out below and in appendices A and B.
- 4.41 For municipal waste the apportionment will be achieved largely through the provision of a new Waste Management Facility at Old Kent Road. A total area of approximately 11 ha is allocated for waste management and shown on the Proposals Map of the Southwark unitary Development Plan (Ref. no. 56p). This allocation has been saved for 3 years and will be carried forward in the core strategy. The Ideal paper waste site on Verney road will deal with waste from other sources. Details of these sites are set out below and in appendices A and B.
- 4.42 Planning approval was granted on 5.6 hectares of the Old Kent Road site on the 8th September 2009 for the “Erection of an Integrated Waste Management Facility (incorporating mechanical biological treatment plant and waste transfer station, material recycling facility and household waste re-use and recycling centre), with ancillary infrastructure including a municipal depot, contract administration and visitor centre (Resource Centre) with associated landscaping, car parking and internal access road.”
- 4.43 The Integrated Waste Management Facility will be operational by 2011 and will comprise of with a total floorspace of 29,000 sq.m. Veolia have been contracted to deal with 198,000 tonnes of waste per year. This will operate two 8 hour shifts. The productivity of this plant can be further increased if required in the future by operating a third 8 hour shift thereby increasing productivity by 50%.
- 4.44 The proposed Integrated Waste Management Facility is of major strategic importance for Southwark. It will provide the capacity to enable Southwark to manage its municipal waste arisings over the next 25 year period and enable the recycling and composting targets for the borough to be met in accordance with Southwark’s Waste Management Strategy.
- 4.45 While there are no current plans to utilise the remaining 5.4 hectares of site 56P, it is also available for use for waste management purposes. The required use on 56P is waste management. This has the potential capacity to process around **286,200 tonnes per annum**. Further details of how we have calculated this figure are provided in appendix A. If this land is required we will repeat the process undertaken to secure the area currently under construction of the site.

- 4.46 The existing Manor Place Depot is a waste transfer station and will be retained until the facility at Old Kent Road is fully operational. This site will not be retained in the long run as it is divided into two parcels of land separated by a rail viaduct which necessitates waste refuse vehicles driving through narrow rail arches to access the whole site. As the Inspector for the review of the emerging Southwark Plan noted, the site is tightly bounded by commercial and residential uses which leaves little room for extending the existing facilities and limits the type of facilities that can be provided at the Depot. As such the current municipal solid waste management system in the borough is inadequate and as a result is heavily dependent on landfill as a means of disposal. The quality of the new site on the Old Kent Road waste site will be able to process all of the waste currently brought to the Manor Place Depot and in a more sustainable manner.
- 4.47 In addition to the new site on the Old Kent Road we are protecting the existing waste paper recycling plant, Ideal Paper located at Verney Road, which is licensed and operational and deals with **78,000 tonnes of waste per annum**. This is a significant contribution to meeting our apportionment requirement. Appendices A and B provide details on the capacity of this facility.
- 4.48 Together site 56P and the Ideal paper waste site will enable Southwark to meet and exceed the adopted London Plan and the draft replacement London Plan apportionment targets.

Municipal Waste Management Strategy

- 4.49 Southwark's Waste Management Strategy (2003-2021) sets out the council's proposals for moving Southwark towards more sustainable waste management. The Executive approved the Waste Management Strategy on 2 December 2003, the key features, as set out in the executive summary are:
- a reduction in the amount of municipal solid waste generated in Southwark to below 3% by 2005, and below 2% by 2010. In real terms, due to population growth (estimated at a further 27,000 residents by 2021) the absolute amount of waste will rise but the strategy aims to deliver a decrease in the actual rate of growth;
 - achievement of 30% recycling and composting standards for household waste by 2010-11 and 40% by 2015-16 and 50% standards by 2020-21; and
 - recovery of value from 45% of municipal solid waste by 2010-11, 67% by 2015-16 and 75% by 2020-21.
- 4.50 The Waste Management Strategy included a two-stage options appraisal analysis to identify a 'best technical and best value option' for improving waste management in Southwark. The options appraisal process included a financial, environmental and best practicable environmental option analysis. Fourteen options were considered at the first stage and four options plus a 'do-nothing' option at the second stage. The Executive approved the recommended 'best technical and best value option' on 18 May 2004 and initiated an application for Private Finance Initiative (PFI) credits to the Government through development of an outline business case.

Waste Minimisation Strategy

- 4.51 Southwark's Waste Minimisation Strategy (2007 - 2010) sets out the council's proposals for addressing waste growth by minimising household waste. The Strategy identifies a number of policies, initiatives and projects that can help achieve a reduction in waste growth to 2% or less by 2010, a major element being through engendering behavioural change in Southwark.
- 4.52 Veolia Environmental Services will assume responsibility for the implementation and monitoring of the Strategy in the medium and longer term.

REFERENCES

EU

EC Waste Framework directive 2006/12/EC
EC Landfill Directive 1999/31/EC and other waste management directives

NATIONAL

Planning Policy Statement 10: Planning for Sustainable Waste Management (July 2005)
Planning Policy Statement 12 Local Spatial Planning (2008)
Waste Strategy (2000)
Waste Management Licensing Regulations (1994)

REGIONAL

The London Plan Consolidated with alterations (2008)
Consultation draft replacement London Plan (October 2009)
Minor alterations to the draft replacement London Plan (December 2009)
London Waste Apportionment Study (December 2006)
Mayor's Municipal Waste Management Strategy (2003)
Mayor's draft replacement Municipal Waste Management Strategy (2010)

LOCAL

Lewisham Unitary Development Plan
Lewisham Local Development Framework
<http://www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/>
Lewisham Site Specific Allocations (adoption 2011)
Lewisham Development Standards (adoption 2011)
Lewisham Draft Waste Management Strategy
Lewisham Employment Land Study (2009)

Neighbouring borough's plans

Bexley Unitary Development Plan
Bexley Local Development Framework
<http://www.bexley.gov.uk/index.aspx?articleid=608>
Waste Management Strategy for Bexley 2009 – 2014
Bromley Unitary Development Plan 2006
Bromley Local Development Framework
<http://www.bromley.gov.uk/environment/planning/planningpolicy/ldf/>
Bromley Draft Waste Management Strategy
Bromley Draft Waste Minimisation Plan
Greenwich Unitary Development Plan 2006
Greenwich Local Development Framework
http://www.greenwich.gov.uk/cgibin/MsmGo.exe?grab_id=202&page_id=4724992&query=local+development+framework&hiword=DEVELOP+DEVELOPED+DEVELOPING+DEVELOPMENTAL+DEVELOPMENTS+DEVELOPS+FRAMEWORKS+LOCALITY+LOCALLY+LOCALS+LOCATE+LOCATED+LOCATION+development+framework+local+
Draft Waste Management Strategy for Greenwich 2010
Southwark Plan (2007)
Southwark Core Strategy Submission/Publication Report 2009
Southwark Waste Management Strategy 2003 – 2021
Southwark Waste Minimisation Strategy 2007 – 2010