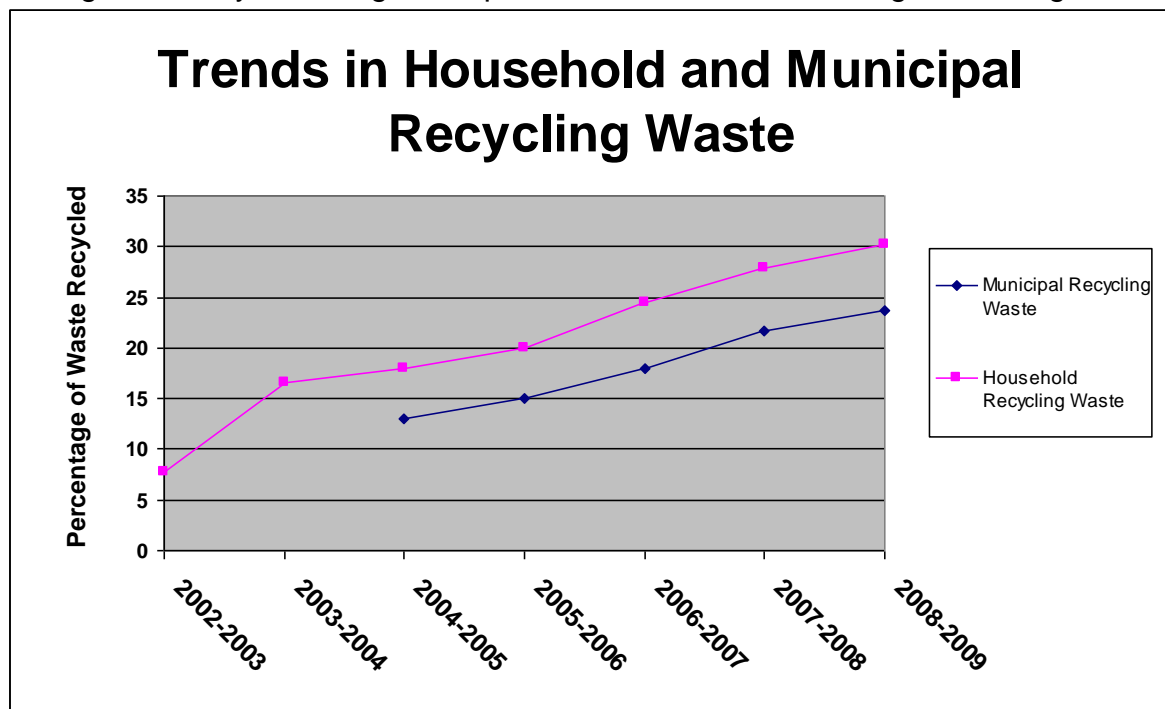


KEY FACTS ABOUT WASTE IN THE ROYAL BOROUGH OF KENSINGTON AND CHELSEA

The Council is the waste collection authority for the borough. Waste disposal is carried out by the waste disposal authority which is the Western Riverside Waste Authority, a partnership between the Royal Borough, Wandsworth Borough Council, and the London Boroughs of Hammersmith and Fulham, and Lambeth.

In 2007/08, the Council collected 92,206 tonnes of municipal waste (including 62,176 tonnes of domestic waste), of which 78.3% was sent to landfill. The rest of the waste (21.7%) was recycled or composted. These figures improved in 2008/09 to 88,069 tonnes of municipal waste (including 59,533 tonnes of domestic waste), of which 76.3% was sent to landfill and 23.7% recycled or composted. The average of waste produced by household in 2007/08 was 349 kg in the Royal Borough, compared with the London average of 429 kg.



Note: 'municipal' recycling comprises recycling from household and commercial sources combined.

Over two thirds of our waste is currently transported by barge down the river Thames to landfill. This will change when the Belvedere Energy from Waste plant is fully commissioned in 2011. The Western Riverside Waste Authority will then transport the Borough's non-recyclable municipal waste down the River Thames to the Belvedere energy-from-waste plant in Bexley, where it will be burnt to produce electricity.

POLICY FRAMEWORK

National Policy: Planning Policy Statement 10

Planning Policy Statement 10 (PPS10) “Planning for Sustainable Waste Management” and the associated companion guide set out Government policy with regard to waste management. It aims to achieve a more sustainable waste management where there is a reduction of waste produced. Moreover, the management of waste produced is moved up the “waste hierarchy” of reduction, re-use, recycling and composting, and using waste as a source of energy.

The key objectives of PPS10 are:

- To help deliver sustainable development through driving waste management up the waste management hierarchy.
- To 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.
- To 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.
- To 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.
- To reflect the concerns and interests of communities, the needs of waste collection authorities, waste disposal authorities and business, and encourage competitiveness.
- To 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.
- To ensure the design and layout of new development supports sustainable waste management.

Regional Policy: The London Plan and Proposals for the Mayor’s London Plan

London Plan Consolidated with Alterations since 2004 (February 2008)

The London Plan sets out the regional policy which the London Councils should comply with. The policies regarding waste in the plan are the following:

- 1) Policy 4A.21. Waste strategic policy and targets.
The Mayor will work in partnership with the boroughs, the Environment

Agency, statutory waste disposal authorities and operators to:

- ensure that facilities with sufficient capacity to manage 75 per cent of waste arising within London are provided by 2010, rising to 80 per cent by 2015 and 85 per cent by 2020
- minimise the level of waste generated
- 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
- promote generation of renewable energy and renewable hydrogen from waste
- exceed recycling or composting levels in municipal waste of:
 - 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.

2) Policy 4A.22. Spatial policies for waste management.

The Mayor will, and DPD policies should

- safeguard all existing waste management sites
- 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
- 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.

3) Policy 4A.23. 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:

- proximity to source of waste
- the nature of activity proposed and its scale
- the environmental impact on surrounding areas
- 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.

4) Policy 4A.24. Existing provision – capacity, intensification, re-use and

protection

- 5) Policy 4A.25. Borough level apportionment of municipal and commercial/industrial waste to be managed.
Boroughs in their DPDs should identify sufficient land to provide capacity to manage the apportioned tonnages of waste. Boroughs preparing joint waste DPDs may wish to collaborate by pooling their apportionment requirements.
- 6) Policy 4A.26. Numbers and types of recycling and waste treatment facilities.
Boroughs in their DPDs should identify a range of waste management facilities to manage a capacity of 13mt municipal and commercial/ industrial waste, to be provided 2005 – 2020.
- 7) Policy 4A.27 Broad locations suitable for recycling and waste treatment facilities.
Boroughs in their DPDs should identify adequate provision for the scale of waste use identified. The broad locations for these facilities are:
 - Strategic Industrial Locations (Preferred Industrial Locations and Industrial Business Parks)
 - Local Employment Areas, and
 - Existing Waste Management Sites.
- 8) Policy 4A.28 Construction, excavation and demolition waste.
The Mayor will and boroughs should support new construction, excavation and demolition waste management facilities in London. Boroughs should ensure that existing construction, excavation and demolition waste management sites are safeguarded, and are encouraged. 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.
- 9) Policy 4A.29 Hazardous waste.
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. Having regard to the above, DPDs should:
 - 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.

A new plan for London. Proposals for the Mayor's London Plan (the Spatial Development Strategy for Greater London). April 2009.

This document explains how London should manage as much of London's waste within London as practicable so that London and Londoners receive environmental and economic benefits from waste management. This will be achieved by boosting recycling performance, considering environmental outcomes for London, rather than focussing on particular waste treatment technologies and making the capital a global beacon of best practice in waste management.

In reviewing the London Plan the Mayor proposes to:

- manage as much of London's waste within London as practicable;
- create positive environmental impacts from waste processing;
- commission new, independent, borough-level projections of London's waste arisings;
- review the definition of waste to be managed in London;
- adopt a more flexible approach to self-sufficiency so that the carbon outcome of the treatment method and transportation are given greater consideration;
- adopt a 'zero waste to landfill outside London' aspiration;
- set new recycling/composting targets;
- use the existing waste apportionment methodology;
- use the preference for new and emerging technologies but shift towards output-based specification to ensure the best possible environmental outcomes; and
- move towards fewer, larger waste sites protect existing waste sites, and work collaboratively with boroughs to identify strategic sites with waste management potential to capitalise on economic opportunities.

Local Policy: WRWA Joint Municipal Waste Management Strategy and Revised policy framework for municipal waste management and street enforcement.

WRWA Joint Municipal Waste Management Strategy

The Council has a statutory duty to prepare a joint Municipal Waste Management Strategy with its waste disposal authority, Western Riverside Waste Authority. That joint strategy has been agreed by the Council. The aims and objectives of this strategy are stated in the following statement found in the strategy:

“The Riverside Waste Partnership - namely the Western Riverside Waste Authority and the London boroughs of Hammersmith and Fulham, Lambeth, Wandsworth and the Royal Borough of Kensington and Chelsea – will establish integrated waste management systems which ensure the Best Practicable Environmental Option is pursued for each particular waste stream and that these:

- embrace the concepts of waste prevention;
- seek to achieve a sustained reduction in the amount of waste arising
- minimise the use of landfill;
- increase, as far as is practicably possible, the amount of waste that is re-used, recycled and composted;
- recover energy from waste that cannot be recycled or composted;
- maximise the use of sustainable river transport;
- assist in achieving regional self-sufficiency for the London area;
- minimise disruption to others and involve a “good neighbour” approach to the management of waste facilities; and
- represent all round Best Value for the local community without excessive cost.”

Revised policy framework for municipal waste management and street enforcement (2008-2013)

This policy framework sets out the Council’s targets in relation to waste management:

- The Council will aim to get as close to the national household recycling targets as it can – that is, it will aim to recycle 45% of its waste by 2015, and be on course for recycling 50% of its waste by 2020. This means that, in every year up to 2015, we will need to recycle 1,500 tonnes more household waste than we did in the previous year, while keeping the total tonnage of all household waste at the same level as in 2007.
- By 2015, the Council aims to have halved the incidence of waste dumping on its streets against a baseline set in 2006/07.¹
- The Council will keep its streets as clean as possible, with fewer than 5% of streets recorded as ‘unsatisfactory’ in any one of the years leading up to 2015². The Council will stay a ‘top quartile’ performer throughout this period – that is it will always be in the best 25% in the country for street cleanliness.
- Provided that it can cover its costs the Council will develop its commercial waste business, aiming to ensure that all municipal commercial waste is neatly and lawfully presented on the street, and that as much commercial waste as possible is recycled. The Council adopts the target in Waste Strategy 2007, seeking at least a 20% reduction in the amount of local commercial waste that is landfilled between 2004 and 2010. However the Council aspires to exceed that national target.
- The Council aims to improve customer satisfaction with its waste collection service, moving from the third quartile to the top quartile in London, by 2012³.
- We will work with colleagues in Planning to encourage developers to provide adequate space within new developments for waste separation

¹ As recorded on the national Flycapture database

² As measured by Best Value Performance Indicator 199a, or its successors.

³ As measured by BVPI 90a, or its successor.

and treatment on site, and to adopt re-use and recycling plans during development.

- We will work with colleagues in Transportation and in Planning to develop a 'Wastescape' guide, complementing the Council's Streetscape and Parkscape guides. The new guide will provide advice to developers about the Council's policies on recycling and waste management, and provide technical specifications on how to build facilities within developments that will support those policies.
- We acknowledge that the Mayor of London has set out policies relating to wharves and waste management sites. We will take full account of the effect of these policies in planning the future of Cremorne Wharf after WRWA has left the site in around 2009.

Emerging Core Strategy: Draft Waste Policy

The Council will meet the waste apportionment figure as set out in the London Plan and will ensure that waste is managed in accordance with the waste hierarchy, which is to reduce, reuse or recycle waste as close as possible to where it is produced.

To deliver this the Council will:

- a) prepare a specific waste DPD to show how the waste apportionment figure of 309,000 tonnes per annum by 2020 required by the London Plan will be met. This will include:
 - i. identifying suitable sites for the purpose of managing the waste;
 - ii. identifying which boroughs the Council will be working with and how much the pooled apportionment of those boroughs will be so that the apportionment figure can be met;
 - iii. working in partnership with the GLA and neighbouring boroughs to meet the apportionment figure;
 - iv. safeguarding the existing waste management sites along with Cremorne Wharf, maximising its use for waste management, water transport and cargo-handling purposes;
- b) require on-site waste treatment facilities as part of development at Kensal and Earl's Court to handle waste arising from the new uses on the site (this could include recycling facilities and anaerobic digestion);
- c) require provision of adequate refuse and recycling storage space which allows for ease of collection in all developments;
- d) require that development proposals make use of the rail and the waterway network for the transportation of construction waste and other waste;
- e) require applicants for major developments to prepare and implement Site Waste Management Plans for demolition and construction waste.

Need for a Waste Development Plan Document

The four constituent boroughs of the Western Riverside Waste Authority considered the production of a joint waste DPD, but decided that these matters can be dealt with adequately through individual borough DPDs, as part of the Core Strategy and other documents part of the Local Development Framework.

The Council's waste policy needs to comply with both regional and national policy. The key objectives for the spatial distribution of waste facilities within London as set out in national planning policy are that communities should take more responsibility for the management of their own waste (self-sufficiency) and that waste should be disposed of in one of the nearest appropriate installations. Landfill is no longer an option for waste disposal. To deliver these objectives, the Mayor of London forecasts that about 215 hectares of additional waste management capacity, not currently in waste use, will need to be identified in London from 2005- 2020. At the strategic level, he has indicated that boroughs should identify in their development plans a range of waste management facilities to manage their apportionment of the annual amount of London's municipal and commercial/industrial waste. The Mayor has estimated that Kensington and Chelsea's share of such waste will amount to 309,000 tonnes per annum by 2020, requiring 3.9 hectares of land to manage this waste.

The 3.9 hectares required can include existing waste management sites. The current waste management sites in the Borough add up to almost 2 hectares and are:

- The Council's Central Depot,
- The Denyer Street Depot,
- Tavistock Depot,
- Walmer Road Depot, and
- Cremorne Wharf which has a Safeguarded Wharf status.

Any redevelopment proposals for these sites would have to protect the waste functions on site or, as part of the development, provide equal or better provision on an alternative site.

The Borough is the most densely populated borough in the country with some of the highest land values. There is a likely growth in the local population over the next ten years. This trend means that the land available for waste storage and local waste treatment will become even more scarce and costly, while at the same time the amount of waste to be managed is likely to grow. Significant growth in waste tonnage would put great pressure on current recycling and waste collection capacity, and would force costly adjustments to the waste collection contract. Consequently waste minimisation and reduction are a high local priority.

Furthermore, there is very little available land for new development and there is neither surplus industrial land nor vacant sites suitable for waste management facilities.

The Council has a contractual agreement as part of the Western Riverside Waste Authority to deliver the waste to places as directed by them. Currently all of the municipal waste goes to Western Riverside Waste Authority in Wandsworth for transfer and treatment. By 2011, recyclables will go to a Materials Recycling Facility in Wandsworth and residuals will be barged down river to an Energy for Waste plant at Belvedere. There is therefore no need of any land at all within the Borough for its own municipal waste processing or disposal. Land is needed only for depots (i.e. waste collection, local vehicle garaging, repair, washing, storage etc.).

However, following the Mayor's policy, the Council will need to carry our share of the apportionment of the aggregate waste production (municipal and non-municipal in London). Consideration will also need to be given to the review of the London Plan and the impact that this may have on waste apportionment targets in the period up to 2031.

The Borough will need to engage with the Waste Disposal Authority and industry stakeholders on the feasibility of providing waste facilities on sites in the Borough. Chapter 7 of the PPS10 Companion Guide states: "Major capital intensive waste treatment facilities have generally only been developed by the waste management industry where they have been underwritten by 'guaranteed tonnage' in the form of municipal waste management contracts.

There is no information available about local non-municipal waste production. As the Council does not have any tonnage of municipal waste to offer a developer as a guarantee, it is extremely difficult that the waste management industry will develop sites in RBKC. Moreover, it is most unlikely that the industry could build a waste management processing facility that could offer waste producers a competitive gate fee. The capital cost of construction here would be so high that the facility would be uncompetitive for non-municipal waste producers operating in a free market.

Chapter 7 of the PPS10 Companion Guide also explains: "In allocating sites and areas, PPS10 underlines the importance of avoiding unrealistic assumptions on their prospects for development for waste management facilities. Ownership constraints are identified in particular because of the concern that sites may not in reality come forward for waste management without willing land owners, or the use by the WPA of compulsory purchase powers".

The only site in the Borough that could be used to provide waste management treatment facilities is a 7.5 hectare former gasworks. The Gasworks site in North Kensington has outline planning consent for a dense mixed development including hundreds of new homes. The Director of Property has advised that the price of the land alone is £150,000,000. The cost of compulsory purchase is inconceivable. Then the waste would need to be treated. It is not economically feasible for industry to build waste processing capacity in the Borough. The Council have consulted contacts in the waste industry and WRWA about the feasibility of providing waste facilities in the Borough given the sites available and their costs.

SITA has produced a very detailed model of the cost of building and running an energy from waste plant to process the Borough's allotted 310,000 tonnes of waste (4ha) using Kensal Gasworks site (Plan A). The "gate fee" per tonne, generated by the model is much higher than the normal gate fee for commercially viable plants. This demonstrates that it is impossible to construct a commercially viable waste treatment plant in Kensington and Chelsea given our land values. Moreover, there is a presumption against energy from waste technology in the current London Plan, even though it is the cheapest method of treating waste. SITA has also modelled a Plan B which use recent analysis of London's waste streams done by GLA officers for the London Waste and Recycling Board, and applies the percentages (e.g. 15% of all waste is paper and board) to the 310,000 tonnes figure for the Borough. SITA has modelled the treatment of those tonnages through a Mechanical and Biological Treatment plant, with associated energy from waste and anaerobic digestion capacity, to produce an alternative gate fee using technologies more compatible with the presumptions of the London Plan. The gate fee arising from Plan B is higher than the gate fee from Plan A.

These gate fees are so high that it is unlikely that any waste management company would build a waste treatment plant in the Borough as it would not be commercially viable. This evidences that the only way any such plant could be built would be for a local authority to build it and run it at a loss.

The waste policies in the emerging Core Strategy seek to provide waste management facilities in major developments to help achieving the apportionment figure. The Council has approached the London Borough of Hammersmith and Fulham to work in partnership in order to meet this figure. If spare waste management capacity is available within Hammersmith and Fulham then some mechanism of combining with the Royal Borough could be agreed. The Council has also approached GLA for advice in the production of the waste DPD. Further partnership working with adjoining boroughs and regional authorities will take part in the months to come to produce the Waste DPD.