



Proceedings

South London Waste Plan Issues and Options Stage Consultation Workshops

September - October 2008

Prepared by CAG Consultants

November 2008

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FINAL

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1. Introduction

1.1. Introduction to the Proceedings

This report is the Proceedings of a series of four workshops held as part of the development of the South London Waste Plan, at its 'Issues and Options' stage. The workshops were held over the period September to October 2008 in the London Boroughs of Merton, Croydon, Sutton and the Royal Borough of Kingston. The workshop dates and venues were:

- Merton 29th September, 7pm at the Civic Centre
- Croydon 1st October, 7pm at the Croydon Clocktower
- Sutton 6th October, 7pm at the Civic Offices
- Kingston 16th October, 7pm at the Rose Theatre

The workshops were advertised by way of flyers and leaflets distributed to all Council libraries and main council receptions, as well as distribution at the Carshalton Environment Fair, direct mail to c. 6000 local and general stakeholders on the boroughs' Local Development Framework databases, on all borough websites and in advertisements in the local press. 87 participants attended the four workshops in all. Most participants attended as interested individual residents but a number were from local or regional organisations representing environmental groups, residents associations, local businesses, government organisations, neighbouring councils and the construction industry. Organisations which sent representatives included:

Croydon Gospel Halls Trust

Elm Park Estate Residents Association, Croydon

Surrey Hills Residents Association, Croydon

Chessington District Residents Association, Kingston

Friends of the Earth, Kingston

Hawkes Road Residents Association, Kingston

Mill Street Residents Association, Kingston

Osiers Court Property Ltd, Kingston

Chamber of Commerce, Merton

Sustainable Merton

The Wimbledon Society, Merton

Ecolocal, Sutton



Oakhill Education Trust, Sutton
Surrey County Council
Tandridge District Council, Surrey
Cappagh Group (Construction group)
London Remade
Transport for London

These Proceedings document comments made by participants who came to the workshops. A summary of key points is included in this introductory section, while the detailed write up of comments is then presented in the date order that the workshops were held. Each of the workshops was structured as follows:

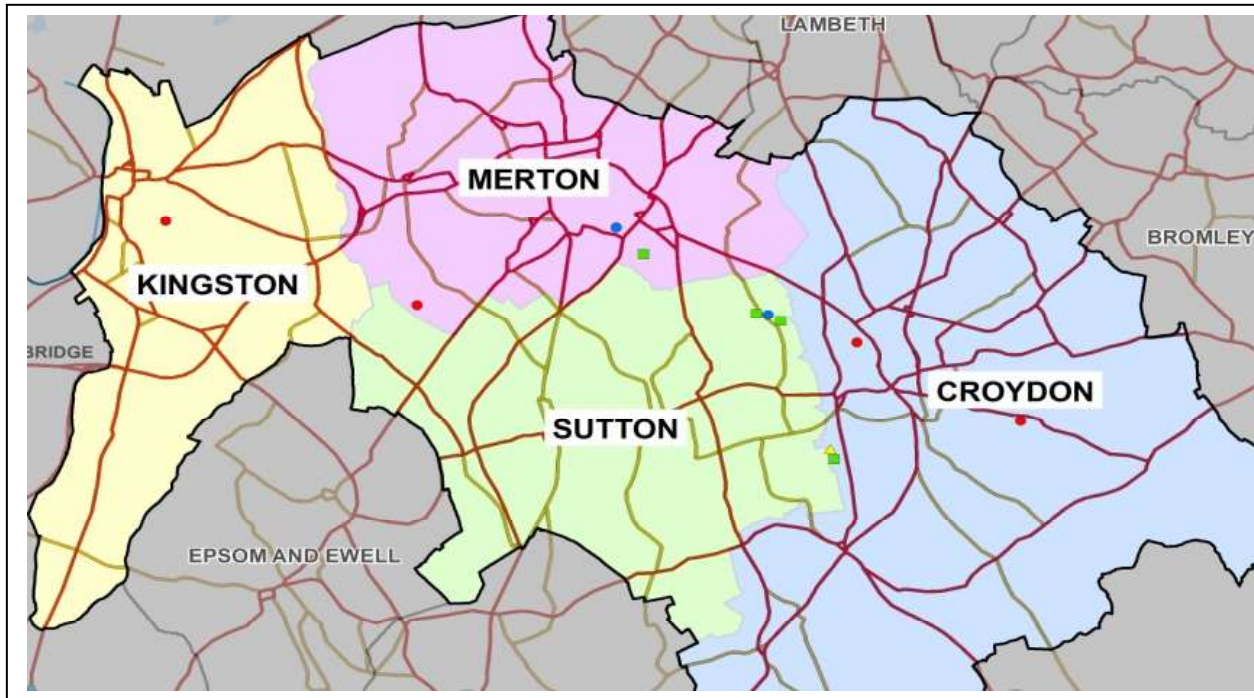
- Plenary session - comprising presentations on the waste plan process and initial discussion;
- Detailed discussion session - focused on the waste plan process, in small groups; and
- Brief plenary session - summing up and next steps.

It was explained that each of the workshops offered an early opportunity to help shape the Waste Plan, that participants' feedback will help inform the development of the draft Waste Plan, and will help establish the *broad principles* which the waste plan will be based on. Participants were told that CAG Consultants would be facilitating the workshops and would write up and send round the results of the discussions. It was explained that the workshops were part of a broader consultation programme details of which were given by the Waste Plan manager.

1.2. About the Waste Plan

The Waste Plan manager provided a detailed presentation at each workshop explaining the purpose and background to the South London Waste Plan. This is summarised below.

The Waste Plan manager explained that the South London Waste Plan is a planning document, forming part of the Local Development Framework for each Borough. It is another strategic planning 'layer', which will identify sufficient sites suitable for developing waste management facilities. It was explained that this was the start of the journey; it will be complete in 2011. The first stage of consultation is to get feedback on a range of issues and options, which will underpin the Plan's development. The areas it covers are shown on the following map.



The Waste Plan manager explained that the South London Waste Plan will identify sufficient sites suitable for potential waste management facilities. Developers can then bring forward applications for these sites. It will contain policies to support sustainable management of waste. It will address all waste streams including waste from businesses and industry as well as from homes. At the same time, the Plan will not identify the waste technologies that are needed to manage the area's waste, since this will largely depend on the developers of waste management facilities and the applications they bring forwards on sites. The Waste Plan will also not affect waste collection arrangements.

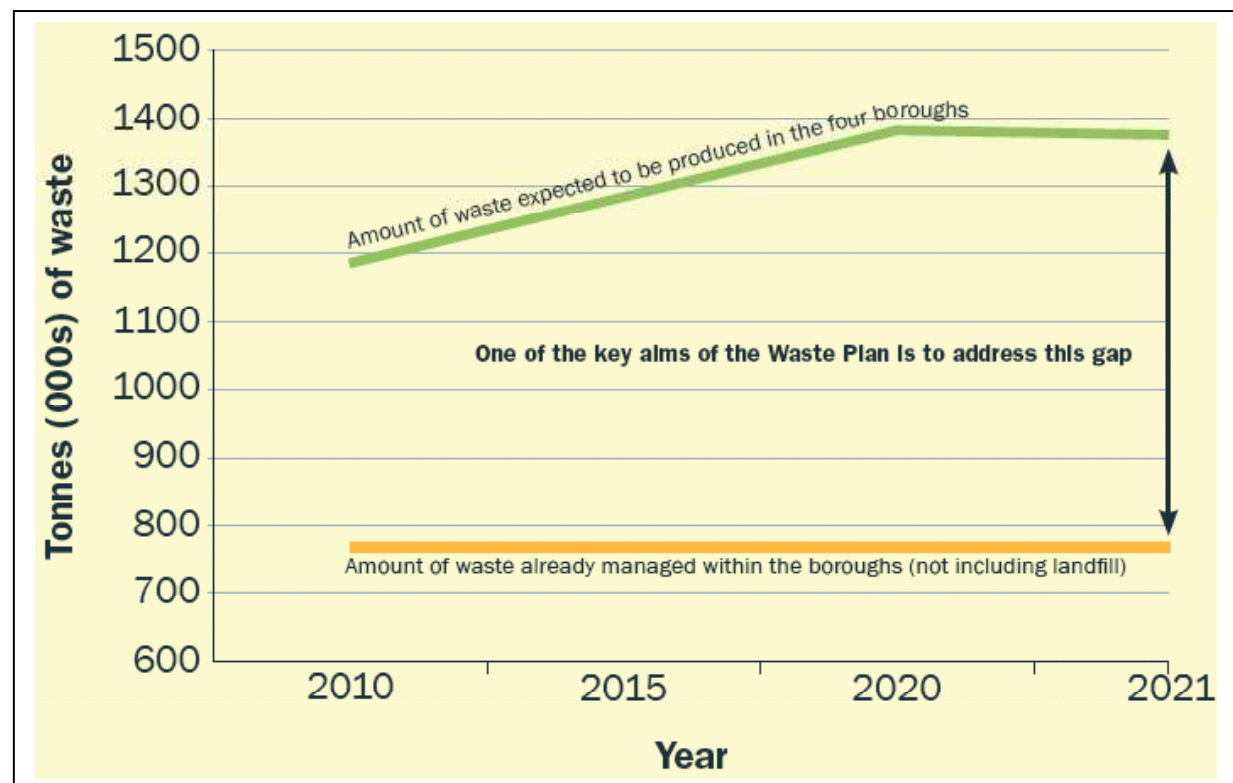
The Waste Plan manager explained that the reasons why the Boroughs should develop a waste plan include the following:

- European, National and Regional legislation and policies require us to manage waste more sustainably;
- Landfill is not sustainable: It releases Methane and is expensive;
- Waste is a resource: it contains recyclable materials, compost, and energy;
- The London Mayor's ambition is for London to increasingly manage more of its own waste within its borders, instead of sending it to be dealt with in surrounding counties. The London Plan identifies a quantity of municipal, commercial and industrial waste (the 'Apportionment') for every London Borough. If every London borough manages their quantity of waste, this will enable London to reach 85% self-sufficiency by 2020. The role of planning is to

identify sites to locate new facilities, which will reduce the amount of waste sent to landfill.

The Waste Plan manager said that the minimum amount of waste we must plan for is our Apportionment. This is 1.3 million tonnes at 2021, which is the equivalent of 97% of the municipal, commercial and industrial waste anticipated in the Plan area at 2021. (Note: The apportionment is only for municipal, commercial and industrial waste).

Currently there are 14 sites in the Boroughs, which recycle, compost or process waste. These manage ¾ million tonnes of waste per year. The Waste Plan manager explained that the evidence shows that we need approximately 15-17 hectares of land to fill this gap at 2021. The diagram below shows the gap between the amount of waste already managed and the amount of waste that is expected to be produced by the four Boroughs up until 2021. In the first instance, the Boroughs are looking at Strategic industrial land, local employment land (local industrial areas) and existing waste facilities sites for possible locations for new waste sites.



The table below lists the different plan making stages:

Plan making stage	Timescale
Preparation of the evidence base and development of Issues and Options	November 07 to September 08
Consultation on Issues and Options	September to October 08

Consultation on the draft Waste Plan	September to October 2009
Submission of the Waste Plan to the Secretary of State	June 2010
Examination in Public by an Independent Inspector	December 2010
Adoption of the Waste Plan by the four councils	September 2011

The Waste Plan manager said that a number of issues need to be discussed at this stage of the Plan making process. These are:

- Issue 1 - The Vision & Objectives of the South London Waste Plan
- Issue 2 - How much of our waste should we deal with?
- Issue 3 - Distribution of waste management sites
- Issue 4 - Where should the new facilities go?
- Issue 5 - Should the Waste Plan specify the waste technology to be used at each site?
- Issue 6 - Implementing the Plan

From these issues, the Waste Plan manager explained that three have been suggested for discussion at the workshops, but feedback on any of these issues or any other points participants wish to make about the plan are very welcome. The various ways people can make their views known include doing so at these workshops; by filling in an online or hard copy questionnaire; and/or by having a member of the Waste Plan team come to a community group or meeting to discuss the Plan.

1.3. Summary of key points

This section of the Proceedings provides a summary of the key points made by participants at the workshops.

Perceived need to focus on waste minimisation

A very strong theme in each workshop was many participants' view that the Waste Plan needs to make clear linkages to waste minimisation, or deal with this in the Plan alongside the focus on the waste stream. A substantial number of comments in plenary and small group discussions raised the issue of not only doing better on waste minimisation but including specific strategies for doing so in the Waste Plan.

Lack of perceived links to recycling policies

Recycling needs and perceived shortcomings in current recycling arrangements at borough level, were also a strongly recurring theme. In all four workshops there was some difficulty among participants in understanding why the Waste Plan focused on the created waste stream rather than recycling. There was concern expressed that

recycling and waste should not be considered as separate areas but ones in which councils had to do 'joined up thinking'. A comment from the Merton workshop summed this up. *"It's chicken and egg. You need to address recycling and reduction, before management. You can't just do a waste plan on its own"*. One positive message in relation to waste minimisation and recycling is that there is a great deal of interest in *"moving up the waste hierarchy"*.

What waste is being dealt with through the Plan

Participants requested clarification about what waste would be included in the Waste Plan, what 'municipal waste' covered, whether recyclable materials would be included, and what dealt with outside the Plan (ie certain hazardous waste categories). This was worked through in each plenary and in the small groups, as well as in the written materials. The South London Waste Plan manager and relevant borough officers at each workshop were able to explain this to groups in order to clarify this where possible.

Waste apportionment

Views were split on waste apportionment ie whether the Boroughs should deal with 97% or 100% of the waste created locally. However, the majority of participants took the view that the Boroughs should deal with at least the apportionment figure if not all their own waste. A minority felt that waste should continue to be transported elsewhere (out of their Borough or out of South London altogether) despite landfill costs and climate change effects. A few participants disputed the data provided on landfill costs and effects.

Difficulty of dealing with 'in principle' issues

A number of participants struggled with working on the waste plan issues in 'in principle' terms. For example, this was an issue that emerged in relation to potential criteria for determining locations for facilities. Participants struggled with the 'in principle' nature of the discussion at this stage, both in understanding the role of criteria for locating facilities, and in the context of lack of certainty about what those facilities might be. Participants also found it difficult to be clear about what waste development should be specified for sites, despite considerable briefing material on this aspect. Again, this seemed to be clearer by the end of each session.

Criteria for waste facilities

As noted above, participants found the area of establishing criteria for waste facilities challenging but some were helped by the criteria list drawn from the South London Waste Plan Issues and Options report. Views varied across the four workshops but protecting liveability was an overarching consideration as was sustainable transport of waste. Likewise health concerns were generally very high on the agenda: one group in particular was particularly concerned about these. Criteria setting that made facilities avoid residential areas (except for very small recycling/composting in some instances), were a strong theme among a number of groups. Meanwhile, in other criteria areas, the priority between criteria was felt to depend on locations. One group suggested that depending on circumstances, *"there should be different sites, different ranking and*

different criteria". So, as an example, flooding mattered as a criteria in some places, but much less so where the risk of inundation was lower.

The complexity of criteria setting was recognised. For instance, being close to sustainable transport was generally considered very important. However, there might be issues about large scale facilities that were well located in transport terms but causing other impacts that were less palatable such as increased traffic, noise, disruption, odour, dust etc. The criteria setting difficulty was summed up as "*Also proximity to good arterial roads, but not impacting on traffic flows!*" In the same way, generally there was support for criteria relating to protecting green space from intrusion. Therefore facilities should not be in or near the green belt or parks, but similarly this was less clearcut in relation to composting.

A number of participants felt criteria setting should occur after facilities had been determined: "*We should decide what facilities are needed first and then where to put them*". It was also argued that "*Whatever criteria are used we need a robust inspection regime*".

Locations for waste facilities

Participants tended to see the logic of 'closing the loop' between production of waste and dealing with it in more sustainable ways, (which may, it was suggested, include generating energy from it for local heating). However, this raised some issues about balancing the need to locate facilities close to where waste is produced and at the same time to avoid locations that would create negative impacts including those that were health related such as emissions; would create noise, dust, or odour, or lorry movements; or be at risk of flooding etc. The potentially negative health effects were especially strongly noted at the Croydon workshop, whereas broader social impacts came out more strongly at Kingston.

The logic of looking first at existing waste facility sites and other categories of land, such as strategic industrial locations, was largely accepted as a reasonable starting point for the discussion about locating facilities in future. There was some concern expressed that smaller sites that might be suitable for recycling facilities were not among the mapped sites and were being lost to other land uses. While some participants felt that clustering facilities into a few large sites would work best by creating economies of scale, others felt that more, smaller groupings of facilities would cause fewer impacts.

Specifying technologies

Views were split about whether technologies for dealing with waste should be defined. A considerable number of participants felt that technologies should be specified while others felt this would close down opportunities to make use of new technologies yet to come on stream. There were one or two comments to the effect that incinerators should be ruled out but others suggested that new types of 'energy from waste' facilities could be suitable, particularly citing the benefits of affordable heat and power. There were some supportive comments made about locating CHP close to users such as

schools, and residential areas. A number of participants felt that the locational decisions about where to site facilities would depend on the type of technologies being contemplated, and that different criteria would dominate in different locational or facility situations.

Existing waste facilities and any commissioning of these in the near future

Participants at some of the workshops felt it was important to distinguish between the scope and timeframe of the Waste Plan and any processes of commissioning and managing specific waste facilities.

1.4. Workshop discussion questions

At each workshop the most detailed discussion was held in a series of small groups. Participants discussed the following waste plan questions, with each group helped by a group facilitator, and their views were recorded on flip chart paper. Each discussion group was asked to work through the following questions under the facilitator's guidance. Each group had around 60 minutes for discussion, spending about 20 minutes on each question area. Each group was given maps of the South London Waste Plan area, comprising the four boroughs. The maps showed the broad locations which may be potentially suitable for safeguarding as future waste sites i.e. existing waste management sites, strategic industrial locations (large, strategically important industrial sites) and local employment areas (local industrial areas). The three questions that participants were asked to consider are detailed below.

Waste Plan question one - How much waste should the South London Waste Plan, plan to manage?

There were two options for participants to consider in answering this question:

- a. The South London Waste Plan should allocate sufficient suitable sites for waste management facilities to manage the equivalent of 97% of the waste produced in the boroughs at 2021.
- b. The South London Waste Plan should allocate sufficient suitable sites for waste management facilities to manage the equivalent of 100% of the waste produced in the boroughs at 2021. (This represents approximately 1 1/2 hectares more than option a)

Waste Plan question two - Where will the facilities go?

There were a number of sub-questions that are relevant in answering this question:

Q2a) What criteria should be used to identify suitable sites?

Q2b) Which criteria are the most important?

Q2c) What pattern of distribution for waste management facilities should South London aim for?

Q2d) Participants were asked if any of the broad locations identified in the Map covering potential locations were particularly suitable, or particularly unsuitable in their opinion, for waste management facilities?

Waste Plan question three - Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

There were a number of options to think about in answering this question. These were:

- a. Don't allocate any technologies or types of facility to any site.
- b. Allocate specific technologies to specific sites.
- c. Allocate a broad type of facility to specific sites i.e., enclosed facilities, open facilities and enclosed facilities with a chimney. Can you suggest any alternative to this broad range?
- d. None of the above. Participants were asked if they could suggest any alternative options and their reasons for these?

2. Proceedings

2.1. Introduction

In this section the specific comments made by participants in both the plenary and small groups discussions are documented as fully as possible. For each workshop we document:

- Initial plenary discussion;
- Small group discussion (usually of two or three break out groups); and
- Final plenary discussion.

2.2. Merton workshop proceedings

2.2.1. Merton initial plenary discussion

Participant: You mentioned a submission to the Secretary of State. Is this part of the Local Development Framework process?

Waste Plan manager: Yes, it is.

Participant: Is this driven by the government originally?

Waste Plan manager: European legislation is aimed at decreasing waste sent to landfill. We need to plan for new modern facilities. The EU Directive is driving it.

Participant: You're doing it the wrong way round. We need to lobby Westminster that we don't need this stuff [waste] in the first place. Your graph shows waste increases up to 2020 – in itself a failure.

Waste Plan manager: We are planning for the right amount of waste. This will tail off if we produce less.

Participant: We need to target central government to introduce penalties for businesses so they won't manufacture/make products that are not recyclable.

Waste Plan manager: There will still be a waste stream even if the amount is smaller but the point is taken.

Participant: But our first priority should be to reduce waste going into the waste stream in the first place.

Council officer: The priority for Merton Council is waste reduction.

Participant: Are we not identifying technologies? Aren't we identifying sites suitable for one or another type of technology?

Waste Plan manager: Absolutely right. This is one of our questions for tonight. But we won't be stating that a particular borough needs to manage their waste by x or y technology.

Participant: Is this because the private sector will deliver?

Waste Plan manager: Yes, that's right.

Participant: You say you are not considering the nature of waste collection, but management depends on this, e.g. if it is sorted better, then it's easier to recycle.

Waste Plan manager: We are not completely planning in a bubble. We do talk to Waste Department colleagues. But we're not seeking to influence the 4 boroughs' collections.

Participant: But recycling in the sense of reuse, the need to plan for more sorting of waste, I think we should go for this, if we want to tackle global warming. This is the sorts of thing you say in your preamble (report), not incineration.

Participant: This is chicken and egg. We need to address recycling and reduction, before management. We can't just do a waste plan on its own.

Council officer: These are happening at the same time. The same 4 boroughs are also producing waste strategies and a joint strategy to address this issue. But to have our Plan in place by 2011, we need to start now. But it will look more linked up in time.

Participant: I am from the Merton Chamber of Commerce. Provision within each of the local authorities is markedly different. The service (for business) is not there or not marketed properly for businesses. Businesses are anxious to recycle but facilities are not there.

Participant: If boroughs amalgamating together, if people take rubbish to tip [in a different borough] why should they be refused?

Borough recycling officer: Boroughs have their own rates set by government, and when we are measured, it is on our own facilities. Boroughs would have to pay the extra cost.

Participant: Will this alter when the Plan is done?

Waste Plan manager: No, it won't.

Participant: Well, what's the point?

Waste Plan manager: This is Planning, not collection, and this is addressing all waste types, not just household waste.

Participant: Is the main focus to identify sites?

Facilitator: This process of consultation is about establishing the principles governing location of sites.

Participant: Waste and recycling centres are necessary but nobody wants to live next to one. Won't we end up with Sutton recommending them all in Merton and vice versa?

Waste Plan manager: Councillors from across the 4 boroughs are over-seeing the Plan and committed to it. We will be developing criteria, to identify suitable sites. The [Mayor] has identified 3 broad locations – then we will identify criteria to whittle this long list down.

Participant: How many are there now?

Waste Plan manager: There are 55 sites mapped across the 4 boroughs. Basically these are all industrial land and are shown in the Unitary Development Plans. Some would be suitable. We need to be transparent.

Participant: Are we talking 'sift and sort' rather than disposal? If we decide we need an incinerator, what will it do? Will it provide heating for an estate? Now we're not in a position to say. Sifting and sorting is fine but there will be NIMBYs.

Waste Plan manager: The Planning Application process kicks in as to technologies. But if thermal application comes in, we need to be able to judge it. But there is a question in the consultation about whether the Plan should support the production of heat and energy from waste and this is something we will be discussing in groups.

Participant: Does the apportionment include business waste?

Waste Plan manager: Yes, it does.

Participant: Where would the 3% go if we opted for 97%? Would it go to landfill, Bedfordshire?

Waste Plan manager: Any waste not treated within the boroughs in a modern waste management facility will either go to landfill or sent outside the Plan area for treatment.

2.2.2. Merton small group discussion - group one

Q1) How much waste should the South London Waste Plan, plan to manage?

Participant: If the difference is 3% then what is the cost? Is the cost of the 3% key to the decision that we make?

Waste Plan manager: There might be a cost difference/issue, or one of limited options for what else to do with it. That is, it is feasible that other regions won't accept waste from elsewhere in future so the 97% apportionment may not even be an option if the ability to export waste declines. On the other hand, land is scarce in the SLWP boroughs so might 97% be easier to cope with therefore?

Participant: If you allocate land then you're tying it up. It is a tricky balance to achieve. It is a question of how effective government waste *minimisation* policies will be.

Waste Plan manager: There will be regular monitoring of the amount of waste being produced in the South London Waste Plan so that the amount of land designated for disposal facilities is appropriate.

Participant: Statements from the Waste Plan manager suggest that we should go for the full 100%. There is a sense that the boroughs might not even need all of the land set aside for disposal in the end if waste minimisation is achieved.

Participant: Does the 17-hectare figure mentioned in the plenary correspond to the 100% option.

Waste Plan manager: Yes, it does.

Participant: Do you have enough sites, though? Some or all of the possible 17 ha of land identified will be contested (NIMBYs etc) and so not all of the land identified will be usable for disposal.

Participant: The 3% figure is a moot point. By the time this plan kicks-in we'll all be paying to dispose of waste. Waste will be a resource due to its calorific value. Let's think more broadly about this debate. Let's be more imaginative about energy production. Waste could be a fuel.

Participant: Are the waste disposal sites that we have already not adequate?

Waste Plan manager: We might be able to reconfigure some existing sites to deal with waste. Some transfer stations might be converted to waste management sites for disposal etc. But, we will need more land/sites than we have at the moment.

Participant: It is better to deal with waste locally as opposed to shipping it elsewhere due to reduced economic and environmental transport costs etc.

Waste Plan manager: European, national and regional planning policy requires us to deal with waste locally now to reduce the environmental impacts associated with transporting waste.

Q2) Where will the facilities go?

Participant: It could be good to think about reversing nimbyism. If waste becomes a fuel and is seen as such then people might want heat incinerators/exchangers in their area rather than dispute their presence.

Participant: Should disposal sites be situated near waste collection facilities then?

Participant: Would it be better to have lots of smaller sites than a few large ones given structural places taking place in society and the economy? I am referring to things like reducing carbon footprint, tackling climate change, dwindling oil etc.

Participant: Without understanding the technology it is hard to know how clean the facilities/technologies will be. This is important in terms of site location considerations.

Participant: Moreover, however clean a given technology is there will still be local impacts (e.g. the impacts of waste being transported to the facilities).

Facilitator: Should we think about technologies in terms of their effects rather than think about specific technologies at this point? I.e. we don't want technologies that do this, this and this...

Participant: We don't know enough about technologies or where our waste goes.

Participant: We're paying people to melt glass rather than washing bottles to re-use them. Melting new sand to produce glass is *inefficient*. The process costs a lot due to the energy needed to melt it. I.e. existing practices are inappropriate and need to be revised. Composting also needs to be localised in this respect.

Participant: If there were a proper composting system at the household level then people would partake in it.

Facilitator: We seem to have a general message about the need for local facilities coming from the group.

Participant: Sutton have cancelled their home composting service. Things often seem to be getting worse at the borough level.

Facilitator: Is there anywhere/are there any localities that is/are off limits for waste?

Participant: I think anywhere without an end-user for the energy/products of the waste disposal. Facilities therefore need to be located in mixed-use sites. New-build developments should have specific policies about how they will deal with waste. BedZed is an example.

Waste plan manager: In the consultation materials we tried to think about general criteria for locating facilities [*directs participants to page 29 of the consultation document*], for example:

- Proximity to where waste is produced;
- Proximity to sustainable transport (e.g. near rail heads);
- Proximity to the strategic road network (so that HGVs don't disturb residents);
- Proximity to areas of environmental interest;
- Flood-risk concerns;
- Social impacts – some people may identify the proximity of a waste facility as a negative impact on their lives.

Facilitator: I have a sense that the discussion is going down the need for sustainability line; that we have a strong steer towards sustainability.

Participant: Are big or small facilities more cost effective?

Waste Plan manager: We don't know what will be on sites and therefore don't know what vehicles will be used. The SWLP will try to work according to worst-case scenarios in this respect.

Participant: If we're talking about smaller, more local sites, then we won't need big lorries.

Facilitator: [*Shows the group the location of existing and potential sites on maps*] None of the potential sites identified fulfils the small, local criteria for waste facilities that are being discussed by the group.

Participant: Our communities will become more localised as fuel costs soar. We will therefore have lots of smaller industrial units and more tightly-knitted local economies and hopefully these local economic areas will re-use materials more. This will be more sustainable.

Participant: What about home-based waste disposal units?

Facilitator: Home-based CHP incinerators do exist.

Participant: Lots of man-made chemicals (60,000 plus) are out there in the things that we produce and dispose of therefore home-incineration of waste is problematic in terms of emissions.

Participant: We have a chicken and egg scenario again. Not enough is being done to regulate waste production.

Facilitator: There seems to be a strong comment from the group on the need for local waste incineration.

Participant: Given the current technologies we might need a minimum of 100-125k tonnes of waste before the private sector operators will see potential profit.

Participant: But, conditions are changing by the moment and such figures will come down over time as new technologies are developed and introduced. Scenarios will change over time.

Facilitator: I get the sense from the group that some large things may be needed now, but that scales will change over time.

Participant: There is a need for facilities to be scaleable.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: The economics of it all has to play a part in being able to respond to Q3. As a member of the public I'd want somewhere just to deposit waste. The commercial/private sector should have responsibility for deciding how to deal with it.

Participant: Is very difficult to talk in the abstract in term of Q3. It is very hard to talk in a vacuum in terms of the facts and details that we know and the information (e.g. on technologies) that we have.

Participant: There must be some environmental effects therefore could we plot a matrix (environmental effects against each of the questions) to identify the criteria? Could we devise a use classes order?

Council officer: A 'sustainability appraisal' is being developed alongside the plan and this will be available to everyone. This will give some information/shed some light on these sorts of questions.

Participant: We need to anticipate the graph of projected waste production for the four boroughs that was shown in the plenary presentation to be *wrong*. It would be lunacy to end up in a situation where there is a need to produce waste for waste management in order [for contractors (or anyone)] to make money. There is a need to regulate waste producers and take a precautionary versus end of pipe approach.

Participant: Manufacturers have to cut down on packaging. A balance needs to be struck with bad packaging eliminated.

Participant: There is a need to assign certain technologies to certain sites so that contractors don't just propose anything for the sites.

Facilitator: Companies/contractors will have to go through the planning process, but do any of you think that certain sites should have criteria for what should be built on them specified?

Participant: We want the most efficient technology on each site.

Participant: There is a push towards more and more modern facilities at the strategic policy level.

Participant: We should be looking at best practice from around the country.

Facilitator: Should these be specific technology restrictions or a performance-based approach (ie criteria for efficiency for each site)?

Participant: There should be more scrutiny of what technologies can produce in terms of benefits, energy, and emissions at the end. The SLWP should be able to get companies and contractors to be accountable about what they produce.

Participant: We need a re-phrasing of option (c) that acknowledges future technological change.

Participant: What about issues of noise, for example, as a criterion?

Participant: We need to have a test of sustainability first. Then, we should ask how sustainable is each technology? What is its performance?

Participant: How do you define technology?

Participant: This is defined in terms of a question. What will the situation be in 1,000 years? Will we be here or not? Ask yourselves if answer is 'no' then it's not sustainable.

Facilitator: Any final comments?

Participant: Why are the four boroughs amalgamating together? Why are councils more broadly not working together on the basics?

Waste Plan manager: Boroughs have historically worked together on waste, e.g. in terms of land needs as finding suitable sites is easier to do as a group. Waste doesn't recognise borough boundaries. Also in terms of cost-effectiveness, economies of scale are important. As to why boroughs aren't working on some other levels? They are starting to with other waste issues.

Participant: Waste storage should be considered versus treatment, for example building 'waste' (i.e. 'waste' from the building industry). We should be pooling surplus resources/materials. We need this local voice on the need for sustainability, and the local emphasis of disposal, to be heard.

2.2.3. Merton small group discussion - group two

Q.1 How much waste should the South London Waste Plan, plan to manage?

Participant: We need to know what it is to plan for it.

Facilitator: For example – the 3% could be clinical waste.

Participant: Is the 100% binding?

Facilitator: No, it is aspirational.

Participant: I think it would be shortsighted for us to say less than 100%. There may be a commercial opportunity to import waste for profit.

Participant: It needs to go hand in hand with redesigning products.

Participant: I don't agree that waste reduction initiatives are happening [e.g.] at Defra level.

Participant: Shouldn't we choose the easiest, least cost option?

Facilitator: How many would favour the 100% option? *7 people out of 9 put their hands up.*

Q2. Where will the facilities go?

Participant: I don't feel expert enough to say.

Participant: You are doing it the wrong way around compared to the European approach. They know what they want and plan for it.

Participant: The most important thing is how unpleasant the facility would be if you live near one.

Participant: I would start with the 14 existing ones in Merton and look at the suitability of each, e.g. transport.

Participant: Weir Road is accessible, and easy to use. This is a very communal recycling facility.

Participant: Where there are busy roads already, new facilities shouldn't make it worse.

Participant: We need to ask TfL and take into account future housing development etc.

Participant: Smaller recycling sites are valuable but they are being lost.

Participant: Sites should be local to the borough and central and reduce transport.

Participant: In terms of options (ie one big site, a cluster; or all spread out] we need consultants involved to do cost benefit analysis.

Participant: They should be on brownfield or industrial land.

Participant: Plough Lane would have been suitable.

Participant: Flood risk is a very important criterion.

Participant: What percentage of our waste is Beddington MRF dealing with?

Council officer: I am not sure.

Participant: Residents should know that we get charged for contaminating recycling boxes.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: Where technologies generate heat they should be located next to schools, hospitals, and housing estates etc

Participant: Mitcham regeneration is supposed to have a large CHP element.

Participant: I would like to rule out an incinerator.

Participant: But there are different types of incinerator e.g. CHP is good and so is Biogas.

Participant: Where does our food waste go?

Participant: It goes into vessel composting in Croydon, a small facility.

Participant: CHP was planned in Merton for years. We're still struggling over 'common' technology.

Participant: It would be good to have more local CHP plants. Can we investigate how successful they have been in other boroughs and why?

Participant: Any technology is ok if it is in industrial areas.

Participant: I think that visual impact is secondary to transport as a criteria.

Participant: We need to strike a balance between being too restrictive [in terms of specifying technologies] and yet giving indications for firms about what is acceptable, e.g. could be 'enclosed facilities with chimneys' type [i.e. more option c].

2.2.4. Merton final plenary discussion

Participant: The Plan needs to be joined up. Consultation needs to speak to the Parks department and other departments that are relevant.

Waste Plan manager: Yes. Comments are passed on, and disseminated to Lead Officers.

Participant: But you need to be a tad more proactive. Our discussions are half-baked, e.g. finding homes for composting in our boroughs, not transporting waste elsewhere. Therefore you need to involve the Parks Department in our discussions and identify their needs now.

2.3. Sutton workshop proceedings

2.3.1. Initial plenary discussion

Participant: Looking at issues for discussion, why isn't there one on health? For example, a large increase of rubbish could impact on health. The figures are based on a 13% rise in traffic and [xx?] rise in population.

Waste Plan manager: Health will be an important issue re siting and we will be looking for feedback on criteria for siting waste facilities and the impact on health on local communities.

Participant: I have read that there are two other boroughs in the South London Waste Group (apart from these 4 boroughs). Will their waste have to be dealt with by us?

Council officer: It will only be the four boroughs as part of the waste partnership. The contracts will be just for those four boroughs

Participant: That is 1.3m tonnes by 2021. Have you factored in that rise in oil prices may result in less waste?

Waste Plan manager: Some detailed work has been done on projections. It is a fascinating point but not one they've addressed in the Sustainability Appraisal. However, it will be something they will look into. We need to plan for the right number of facilities. Key aspects of the plan will be monitored every year, so there won't be over provision.

Participant: We might want to consider business waste as part of the plan but it is difficult because we only manage waste that comes to them as part of a service.

Waste Plan manager: Every local planning authority has to plan to manage a certain amount of business waste and therefore has to provide sufficient facilities.

Participant: But we don't manage all the commercial waste in the area.

Waste Plan manager: There's a planning requirement to provide sufficient space to process [commercial] waste but not to collect it.

Participant: Has someone thought of sending it to China or Siberia?

Waste Plan manager: The London Mayor has made the decision that London will deal with its own waste.

Participant: Methane can generate electricity.

Waste Plan manager: That doesn't happen in all landfill at the moment.

Participant: If we opt to deal with 97% what happens to remaining 3%?

Waste Plan manager: That is unknown. We would have to rely on rubbish being dealt with elsewhere. There are opportunities to export waste to other boroughs, which may be closed off.

Participant: Out of 4 boroughs how does Sutton rate on business waste? What proportion will come from Sutton?

Waste Plan manager: Around 500k is dealt within the 4 authorities. About 100k is from Sutton ie 20% of household waste. I don't know about business waste going through Biffa etc. The remainder goes to landfill within the borough.

Participant: In January 2007 the Joint Waste Authority was established to make sure economies of scale would help the developers. There was nothing in these suggestions [guidelines?] that these should be within the boroughs. I understand that they would be transported to more suitable locations eg riverside resources in Belvedere. They are already building something there and the quantities of waste they are going to handle would be the amount the 4 boroughs have to handle.

Borough waste officer: The South London Waste Partnership is trying to access contracts and taking advantage of economies of scale to get companies to treat their waste. A number of facilities are built in anticipation to help authorities deal with their waste. We are trying to secure contracts for next 25 years.

2.3.2. Sutton small group discussion - group one

Q1. How much waste should the SLWP plan to manage?

Participant: I would question the assumption of the amount of waste that has to be dealt with. The government knows that the landfill situation is desperate. I think that government will bring in measures to deal with it, eg, a tax on plastic bags.

Participant: We need to check/review as we go along.

Participant: I want to make sure that Sutton doesn't get landed with more than its fair share.

Participant: Would it cost a lot more to deal with the 100% rather than 97%?

Participant: Whether or not it's more costly, the question is what's more sustainable.

Participant: We should deal with 100%. If everyone exported their waste outside the borough where would it go?

Waste Plan manager: The amount of waste to be accommodated is being driven by the Mayor of London. 97% is the apportionment figure.

Participant: The extra 3%: problems need to be weighed against sustainability issues. This is about immediate costs versus longer term.

Participant: Some of the sites will have an existing use as waste facilities.

Participant: Developers need to come forward to put a facility on a site. There may be a site underused or it could be put to temporary use.

Participant: I would value industrial sites and sites for waste management, but not sites which are suitable for housing.

5 members of the group supported taking responsibility for 100%; 3 for 97%.

Q2. Where will the facilities go?

Participant: This depends what the sites are used for at the moment. We need to look at all sites. How far can you go down before hitting the water table? How high can you build before it blocks someone's view? There used to be 'ancient lights' provision.

Participant: There should have been a study on where the waste comes from and how far it is to each site. There seems to be a lot of land in the Mitcham area (Merton). If sites are distributed evenly then there will be less impact from transport.

Participant: Where are the adjoining boroughs (to the SLWP four boroughs) putting their waste? We need to liaise with them.

Participant: We need to know about future road developments eg the Beddington Farm Viridor site. There's currently a planning application and a transfer station is being proposed. Lorries collect and dump on this municipal site. There's a very strong odour.

Participant: Don't put sites in the vicinity of schools, particularly primary schools.

Participant: Don't put sites next to large residential areas.

Participant: Could ex-railway property be used?

Participant: Sites should be near industrial sites so there is no impact on residential areas and schools.

Participant: New senior schools are being built on greenbelt land. Don't put waste sites on greenbelt land.

Participant: Metropolitan open land is as important as greenbelt land.

Participant: There is lots of land around the Kimpton Industrial area.

Participant: Old Croydon airport would be good to use. It is not too residential although it might be a bit close [to houses].

Participant: New Addington in Croydon [could be a good site] but is it greenbelt land?

Participant: We need to avoid flood areas. We need to check Kimpton for that.

Participant: Some of Mitcham Common used to be a landfill site but it is now turfed over. Access is difficult.

Participant: We should encourage micro processing of waste at home. Mini incinerators for all!

Participant: Waste is an untidy business. It leaves a trail of rubbish. We should concentrate on industrial areas.

Participant: Glass facilities would produce good products for paving.

Participant: There could be a large area for food waste sited next to allotments eg Benhill Crescent Gardening Club.

Participant: It would be good to have four or five large facilities dealing with different wastes.

Participant: Beddington farmland (the Viridor site) is coming to a natural end. A country park has been promised but this new Plan may delay this.

Participant: There's a Dano plant in Beddington. The proposal has been agreed subject to a Section 106 agreement.

Participant: Health & safety legislation should make waste sites clean and tidy. Beddington is an eyesore.

Participant: The woodchip plant caught fire in Barnet due to poor Health and Safety.

Participant: We need to take costings into account.

Participant: Larger facilities would be more cost effective.

Participant: But would larger facilities be more cost effective if you took transport into account?

No consensus within the group - some want 5 large ones (provided good access for transport) and others want a mix.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: Do some technologies need a particular type of site?

Participant: Different technologies will have different impacts, eg an incinerator would have a heavy impact

Participant: Would a glass crushing plant have to be on a particular kind of site or could it vary?

Participant: You are talking about a common industrial process and this could be done in a shed and would have a low impact.

Participant: Technologies have a short shelf life.

Participant: We shouldn't be too prescriptive.

Participant: The woodchip plant in Barnet wouldn't have burnt down if it had been in a shed and there was no dust.

Participant: It would be reasonable to say that a broad classification in certain circumstances would be ok depending on location.

Participant: There are lots of hospitals in Sutton. Hazardous waste will have to go out to specialist contractors. Ash has then got to be dealt with.

Participant: How do you separate nappies out from other waste? Vast amount of nappies go into brown bins. Separation will be a problem.

Participant: Professionals need to make the final decisions, as it is quite a technical issue.

Participant: Lots of flats don't have recycling eg Hackbridge, and the waste goes direct to landfill.

Participant: Be careful about smell from old workings when they are dug up.

Participant: You could be more prescriptive about where smaller sites go.

Participant: We could perhaps put some small facilities in park areas. Bringing them closer to people would make people more responsible.

Participant: We shouldn't have any compost sites, as all composting should be done at home!

2.3.3. Sutton small group discussion - group two

Q1. How much waste should the South London Waste Plan plan to manage?

Participant: Hazardous wastes are much harder to deal with safely, and the 3% difference could include hazardous wastes. If we choose the 100% target then this would imply that the Boroughs have to deal with it rather than using specialist services which would do it more safely. If you include hazardous wastes they can only be incinerated, in which case you need to consult with all people within 10 miles of the incinerator.

Participant: If we don't provide for 100% will this encourage dumping?

Participant: Why not ship all the waste out?

Waste Plan manager: Local authorities could still export between themselves and this would still allow London as a whole to be self-sufficient in waste disposal. But it is important that Boroughs do plan for self-sufficiency.

Participant: Why don't we focus on minimisation?

Waste Plan manager: This is a land use plan, and a waste minimisation objective is beyond the scope of the Plan.

Participant: Is there scope to import other Boroughs waste and to make money out of it i.e. should we plan for more than 100%?

Participant: Do the plan predictions take into account opportunities for waste reduction via reuse etc?

Waste Plan manager: This is built into the technical assumptions.

Participant: Where is the money coming from? Won't this determine the final decision?

Waste Plan manager: It is too early to consider this.

Participant: We don't really know what the real figures for waste generated will be. Therefore why not plan for 110%, which would allow us to import waste from other Boroughs?

Waste Plan manager: If we did this there is a danger that we may be forced to import waste to meet our contracts with waste disposal companies.

Straw poll – 3/6 voted for 97% target; 3/6 voted for 100% target (1 with the proviso that we develop genuine expertise in inspection and monitoring)

Q2. Where will the facilities go?

(a) What criteria should be used to identify suitable sites?

Participant: We can scrub incinerator gases so there is no reason not to include them.

Participant: Whatever criteria are used we need a robust inspection regime.

4 of 6 small group participants felt that we needed to place more emphasis on a "health" criterion.

Participant: Add "Health and wellbeing" to criterion 6.

Participant: We should add a criterion that "all facilities should be as 'in your face' as possible". This would discourage people from producing waste.

Participant: Add "nurseries" to the list under criterion 4, point 3.

Participant: Add in the effect on the elderly.

Participant: The impact on children is paramount as they are far more susceptible to pollutants. *There was general agreement that this should be given stronger emphasis in the criteria.*

Participant: Also consider the issues of road safety and children under 1) 2) and 3).

Facilitator: The Sustainability Appraisal will look at the impact of proposals on different social groups.

(b) Which criteria are most important?

The group took a straw poll on priorities:

- Health and safety (1 vote)
- Equalities (1 vote)
- Closeness of residential properties and rest of criteria 4 point 3 (1)
- Closeness to sustainable transport (1)
- Health and impact on children (1)
- None - Closeness - but put facilities as close to people as possible to encourage waste minimisation (1) (otherwise vote goes for sustainable transport)

(c) What pattern of distribution for waste management facilities should South London aim for?

Participant: A centralised site is preferable and we should go for incineration. Decentralisation has cost and transport implications. Use the ex-Kingston power station site for this, as waste ash could be taken out by barge and dumped at sea.

Participant: But incinerators are extremely toxic. All the research shows this.

Participant: Clustering allows more flexibility (although it does have transport impacts).

Waste Plan manager: The evidence suggests that clustering is best on transport grounds.

Participant: Clustering is best as the end of oil is coming and we may have less waste to deal with, and clustering would allow greater flexibility.

Participant: Go for clustering, with accurate waste separation and recycling, which would allow the more efficient use of specialist companies to deal with toxic waste

Straw poll - clustering - 6 votes.

(d) Are any of the broad locations on the map particularly suitable or unsuitable for waste management facilities?

The group did not examine this question in detail due to time shortage.

Participant: They must definitely be brown field sites.

Council officer: But there is also a need to balance provision for waste uses with provision of land for other uses such as residential which may also be seeking brown field sites.

Participant: We need to consider the potential for CHP. So we may want facilities to be as close to residential sites as possible.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: We need to state what cannot go on each site.

Participant: We must give as much precision as possible on uses to help public awareness and decision-making.

Participant: Yes, but this could mean that new technologies could not be used as they would not have been specified.

Participant: The criteria when applied to individual sites will naturally suggest what uses are or are not appropriate.

Participant: We must have a better inspection and monitoring regime.

2.3.3. Sutton small group discussion - group three

Q1. How much waste should the South London Waste Plan, plan to manage?

Participant: The landfill directive is working.

Participant: I am slightly confused about what is included in the Waste Plan - but the Plan is not written yet.

Waste Plan manager: The Waste Plan and Waste Strategy have two different roles. In relation to the "Apportionment" figure, unlike these 4 Boroughs, some Boroughs have to deal with more than 100% of their waste. Management of waste could include recycled waste, composting, and thermal treatment like combined heat and power.

Participant: Have Boroughs been amalgamated sensibly in waste management terms?

Participant: It would be helpful to see other parts of London's targets for comparison.

Participant: It would be sensible to be based on reducing our carbon footprint.

Participant: We could do 100% of the apportionment.

Participant: As a lay person I can't see how I can make a decision about this.

Participant: Will stuff still go out of the Borough? (Answer: yes as cost effective).

Participant: I think we should try to deal with 100%.

Participant: Do we have information on how Sutton has performed over the last 10 years on waste?

Participant: Presumably strategic planning people in Sutton will look at all the criteria - we have to have something in place ie like in Edinburgh.

Participant: Croydon is big but built up.

Waste Plan manager: We are trying to get a critical mass on recycling.

Participant: I cant believe how much is municipal waste - 24%.

Participant: The waste plan covers household, business, industry but not construction waste.

Participant: There are municipal waste targets. Are there targets for reduction in waste for business and industry?

Participant: We could aim for 100%.

Participant: Is hospital waste included?

Participant: 98.5%!!

Participant: What about contract letting in the Borough?

Q2. Where will the facilities go?

Participant: Where should waste go?

Participant: What was once suitable land may no longer be suitable ie where there is more housing nearby industrial land.

Participant: Do you think there will be noise and fumes and dust?

Participant: It's a question of land management.

Participant: I don't think we can decide until we know what's going on land (ie Oldfields Road). Any experience there will be a problem.

Participant: With regard to the technology, waste doesn't always have to be dirty.

Participant: A criteria that's been missed is closeness to where, say, energy produced from waste.

Participant: Social impact could be expanded to included being by a decent road that is multimodal.

Participant: Next to Tesco's!

Participant: Where other industrial stuff is.

Participant: Where factories are.

Participant: What effort will be made to encourage existing business to use land they've got?

Participant: We should be lobbying to get that synergy.

Participant: In the issues and options report - how can they make decisions unless they use all the criteria.

Participant: About hospitals - why aren't they potential sites? We need CHP.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: I think a mixture of two - some sites could have a wider range of things (technologies) than others.

Participant: I think business will drive it.

Participant: You need to know where the waste flows help define locations.

Participant: The strategic planners will have all the information. I trust them to decide.

Participant: No we don't!

2.3.4. Sutton final plenary discussion

Participant: There is naïve use of monitoring in the document [SLWP Issues and Options report]. It should include a transparent check on air quality amongst other things. It is inadequate for use in monitoring all business and industrial waste that is incorporated into the waste plan. But what work is being done to encourage them to reduce and recycle?

Participant: The same level should be done on waste as done on green travel plans and transport plans.

Participant: There is a pilot waste scheme running at the moment in Sutton, supporting businesses and helping them save money.

2.4. Croydon workshop proceedings

2.4.1. Croydon initial plenary discussion

Participant: What do you mean by waste management facilities? Like anaerobic digestion?

Waste Plan manager: Yes.

Participant: If it's all about recycling, and methane was something valued, to be used, could you use it?

Waste Plan manager: The problem is methane is not captured at landfill, although there are some technologies that can capture it.

Participant: How would a site be more attractive to a developer for waste facilities than say housing?

Council officer: The principles are established in planning policy. Therefore it would make it difficult to get consent for another zoning because the site hasn't been established as being suitable for that use.

Participant: You want to take us back to the 1940s when nothing was wasted, e.g. methane was collected from cattle and used. Food was recycled. It was boiled up and went to pig farms.

2.4.2. Croydon small group discussion - group one

Q1. How much waste should the South London Waste Plan, plan to manage?

Participant: How much waste is included? What happens to the 3%?

Waste Plan manager: It is likely to go to landfill which is going to get expensive, or sent for treatment outside the Plan area.

Participant: Is this about incinerators?

Waste Plan manager: No, not at all. This is about sites, not specific facilities.

Participant: I think they should know the facilities now. That should be the first thing.

Participant: Technologies will change over time so I see the logic in just identifying sites.

Participant: We should try to do the lot, or at least aim at that. If we aim lower we might fall short.

Participant: I know landfill costs will be huge. Let's do it all.

Participant: Who is going to want any of these sites in their backyard? It should be coordinated across the UK.

Participant: Is there a waste minimisation strategy going along side this?

Council officer: Croydon is getting better - it was 16%, its now 24%, and we are aiming for 40% waste recycling.

Facilitator: The point is being made that we have too much packaging and we need to change the ethos.

Participant: [Word missing] is very expensive. Bulky item recycling occurs at the council. Bulky items are too expensive to sell abroad to the Third World.

Participant: Are there benefits for not going for 100%?

Waste Plan manager: The benefits are small, but the moral principle seems to be coming out that we should do more.

Participant: Will we answer the waste minimisation question?

Waste Plan manager: This is linked up, but here we are discussing sites.

Waste Plan manager: There is a government agency dealing with waste minimisation. Included in the Plan is a set of indicators to monitor waste levels. It can respond to waste levels flexibility if waste production falls.

Q2. Where should waste facilities go?

Participant: What are the kinds of places that are suitable?

Participant: Are there areas you can think of (on maps)?

Participant: It still doesn't make sense to choose places if we don't know what they will be.

Councillor: We are at the level of should it be residential areas or employment areas.

Participant: What is an employment zone?

Facilitator: These have historically been industrial and commercial areas.

Participant: London is so densely populated now that they won't accept waste next door.

Facilitator: This hints at the criteria for waste facilities.

Participant: Where is landfill going now?

Facilitator: Some goes to Bedfordshire from London but less and less so.

Waste Plan manager: Lots of waste disposal is clean and subtle now. You wouldn't know it was a waste facility from the outside.

Participant: South Norwood Park has been cleaned up very recently. Waste is not acceptable.

Facilitator: So waste facilities not in parklands would be a criterion for location of facilities?

Consensus - Not in parklands.

Participant: What about composting facilities?

Participant: Context is important. Composting could be acceptable on parks.

Participant: It can smell though?

Waste Plan manager: There are some smell issues being dealt with.

Participant: Industrial areas could suit conveyor belts.

Facilities should be appropriate to the place ie not noisy in residential areas.

Facilities should have minimal impact on residential areas.

Participant: Also, impacts of transport must be acknowledged.

[Unclear who made the following comment] Town planning regulations will eliminate some options.

Participant: There is so much more housing being built that it will be hard to find sites for waste.

Councillor: Croydon is on target for housing. Land for housing has been identified for the next 15 years so that won't be such a problem.

Participant: What about facilities at supermarkets? They produce the waste.

Council officer: There is separate legislation to deal with waste production. The council is talking to central government to get manufacturers to reduce waste. They are looking at how to reduce waste. They are also looking at how to reduce waste coming into peoples' houses. Industry is starting to take notice eg Sainsbury's has a national recycling manager. The direction of travel looks good.

Facilitator: On transport issues, should there be large number of smaller, more local facilities or a smaller number of larger facilities?

Participant: The industrial heartlands of the UK might be persuaded to take our waste. It could be sent on the train as sustainable transport.

Participant: But London needs to deal with 97% of its own waste so this is not a possibility.

Participant: What waste are we talking about: recyclable waste or all waste?

Facilitator: All waste. Residential/municipal; and industrial/business waste. This includes all recyclable waste; therefore facilities for recycling are also required.

Participant: There's a need to step up recycling eg plastics.

Participant: Is it part of the strategy to address this?

Facilitator: Yes this is about facilities to deal with all waste.

Participant: There is an article in the local paper, which is very useful to encourage people to recycle more.

Participant: Why not include food waste for pigs?

Council officer: 2500 people are part of a trial, taking place in Purley for kerbside recycling. It is very successful.

Participant: Part of the strategy should be to try and prevent waste before it is produced: prevention versus end of pipe solutions.

Waste plan manager: Boroughs are doing a lot to minimise waste and develop food waste facilities. If we are composting waste, where should that be?

Facilitator: Should there be lots of small facilities or a few big ones?

Waste Plan manager: [Looking at maps] we are trying to establish criteria here.

Participant: The importance of transport links eg Site 41 (from map) is on a rail line so it could decrease impact on roads.

Participant: Is there anywhere in the Boroughs suited to water transport?

Waste Plan manager: No, not really.

Facilitator: Let's look at siting criteria (describes these).

Participant: Road transport can be a major impact on residential areas. Trains a good option. And tracks are used less so there is capacity for waste rail services.

Participant: There are conflicts with rail-side residential areas.

Participant: Social impacts trump the others.

Participant: Purley Way might have it. It's industrial there.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: Who's going to decide what the facilities will be? What sort of plan is it?

Waste Plan manager: We have to localise sites.

Participant: How can we if we don't know what the facilities are?

Participant: Maybe we should go for Option C, as a good indication, not a commitment.

Participant: Will there be chimneys? We must know that.

Participant: Some facilities pollute the air (eg New Cross). We don't want this.

Participant: Have you looked elsewhere in Europe for best practice?

Waste Plan manager: Yes, the European Regional Waste Directive was the starting point. In the UK there are very few areas that have gone through the process. Surrey has their waste plan.

Participant: How did the Surrey plan address these questions of how to allocate sites without knowing what facilities?

Waste Plan manager: We will have to come back to you on that.

Participant: What about a digester a la the Archers? Why don't we have that?

Facilitator: (asks waste plan manager) do you have any information on current technologies?

Waste plan manager: Not really, technologies will alter over time.

Facilitator: There may be lots of good new technologies coming through.

Participant: Might it be that we have one huge facility?

Facilitator: In this discussion we are thinking of criteria as to why we might make such a decision.

Participant: Will boroughs work together?

Council officer: Yes, they are. They already have green waste facilities across the four boroughs that are being processed in Sutton at Beddington Lane. The plant borders Sutton, Morden and Croydon.

Participant: Some farmland on Sutton's borders could be suitable sites for some sorts of waste disposal.

Summing up points from small group:

Facilitator: There appears to be a strong consensus around point C.

Participant: Will it be more cost-effective to send abroad?

Facilitator: There seems to be an overarching sense that the waste stream should be considered in totality (ie reduce, reuse, recycle). We can't separate these out.

Participant: Will there still be chimneys? Will there still be some waste we can't recycle?

Participant: What happens to the borough's toxic/hazardous waste?

Waste Plan manager: There is separate legislation for it to be dealt with appropriately, but this is not a part of the apportionment.

Participant: What happens at Pear Tree Farm? (Question directed to Councillor).

Participant: There is lots of enforcement action taking place. It is an ongoing battle.

2.4.3. Croydon small group discussion - group two

Q.1 How much waste should the South London Waste Plan, plan to manage?

Participant: Is the GLA guidance mandatory?

Council officer: South London Plan needs to be in conformity with the London Plan to make it 'sound'.

Participant: Are there sanctions if it is not?

Council officer: Well, the Mayor could prepare the South London Plan himself. There are financial issues too. Landfill tax is escalating. Any EU fines although levied at a country level, would be passed down from government to local authorities.

Participant: We could do the Plan and then find we'd still not got enough facilities. What then?

Council officer: We are taking a plan, monitor, and manage approach.

Participant: Surely with 4 boroughs collaborating, this saves costs?

Council officer: We need a variety of waste facilities, therefore, yes, there will be economies of scale in planning for these.

Participant: Who decided on the 4 boroughs?

Council officer: There is a viable facilities threshold, plus we were already working together on waste management contracts.

Participant: The four-borough approach seems easier and will get closer to the waste target.

Participant: Are the waste projections likely to be an overestimate? Especially as manufacturers start to change their ways and design more recyclable products?

Council officer: They could be. The GLA and the public questioned projections in North London in the same way. It's the plan, monitor, and manage approach again.

Participant: We need to re-educate the public: waste not, want not!

Participant: The UK is way behind. Look at Germany.

Participant: What about cost?

Council officer: Assumptions have been made. Waste can't go to landfill and shipping it abroad e.g. China, is not acceptable politically.

Participant: I think 97% is better than 100%.

Participant: I would go for 100%. We need to move to zero waste as using five planets' worth of resources now.

Q2. Where will the facilities go?

Participant: Some existing sites are already in flood risk areas. Is this acceptable? Is this better than having housing there?

Council officer: It depends on the facility. Some are acceptable, some are not.

Participant: Transport is a key criteria.

Participant: There are problems with smell too.

Participant: Where does composting currently take place in Croydon?

Council officer: Conduit Lane.

Participant: We should make a distinction between [suitable] facilities and locations, e.g. smelly, or non smelly [see question 3 responses]

Participant: How do we recycle paints and oils? Is there an adequate amount produced in each borough to make local treatment cost effective?

Council officer: There are local treatment plants for oils. This seems viable. Paints come into the specialised waste category. Therefore its not expected that each borough would deal with them. Could this form part of the 3% if we chose the 97% option?

Participant: Don't forget to use oil like chip shop oil as fuel.

Participant: We need to make a distinction between household and industry waste. Industry has larger volumes of waste. Therefore it makes sense to locate waste management sites next to industry, on industrial sites [close to source].

Participant: Are all the current waste management sites owned by the local authority?

Council officer: Not really. Some are, but most are privately owned.

Participant: In terms of reusing existing waste management sites, at least residents are used to them.

Council officer: Existing sites need to be maintained in waste management use, and possibly expanded. We are moving from dealing with 750,000 tonnes to 1.3 million tonnes, which will need an extra 15-16 ha of land for waste management facilities.

Participant: Can we discount using [identified] wildlife sites and the Green Belt?

Council officer: Nature conservation sites can be discounted. The Green Belt could be suitable? It depends on scale, if it is modest and non-intrusive. Most waste facilities

would not fall into this category so it is perhaps unlikely. We also have to factor in transport trips. It could be inappropriate.

Participant: It seems that environmental sensitivity is a key criteria.

Participant: Also proximity to good arterial roads is a criteria but not impacting on traffic flows!

Participant: We need better understanding of traffic flows into and out of waste management sites and facilities.

Participant: Looking at some of these local employment sites, New Addington is site 52. Why would we need this if we already have sites 51 and 54 nearby?

Council officer: They may not be suitable for processing.

Participant: Would existing licensees face closure if they didn't end up in the final Plan?

Council officer: It is not in our powers to do so.

Participant: I am not sure if flood risk is that important. We could locate sites in floodplain but this would require suitable flood defences and could be built up on construction waste!

Participant: One criteria would be the potential for transportation by water or rail.

Participant: Do potential rail linkages exist?

Council officer: Sites 41 and 43 Selhurst are railway land. These have a waste management licence already. They ship stuff out by rail.

Participant: Will you use Compulsory Purchase Orders if necessary?

Council officer: No, I don't think the Plan would use Compulsory Purchase Orders.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: The plan should specify technologies.

Participant: But then would become out of date overnight.

Participant: But you could then revise the Plan.

Participant: Wouldn't specifying put too much of a constraint on developers?

Participant: I would go for some guidance, e.g. 'technologies a, b and c' would be suitable on this site. It would be more option b than c.

Participant: Couldn't you advise that waste facilities could go on sites where housing applications have been turned down?

Council officer: Not really. Although that approach may be appropriate for industrial sites.

2.4.4. Croydon final plenary discussion

Participant: Why not deal with waste in North London?

Waste Plan manager: We want local areas in London to be more self-sufficient and to be more sustainable ie transporting waste etc.

Participant: What's the difference between employment sites and industrial sites?

Council officer: Employment sites tend to be more commercial. Local areas are more flexible in relation to re-use, whereas industrial areas must be reserved for industrial use.

Participant: Shouldn't supermarkets have a greater burden for waste minimisation?

Waste Plan manager: It is a comment we can take back for the waste plan.

Council officer: The tonnage dealt with at supermarkets (recycling) doesn't constitute a waste disposal site.

Participant: What if North London can deal with waste better? Couldn't we send it up there?

Waste Plan manager: We need to be more self-sufficient, to deal with our waste locally, reducing transport and Co2 emissions.

Participant: What is the difference between *strategic* and *local* employment sites?

Council officer: In planning terms, strategic sites are maintained for industry, business and industrial use. Local sites have some latitude to alter the employment use.

Participant: Supermarkets are great suppliers of waste to the public. Shouldn't we get them to provide more facilities on site?

Waste Plan manager: This point came up in the breakout group. We will take it back.

Council officer: We could enlarge collection points, which would then constitute a waste management site. But this would not process waste.

Council officer: Waste permits are based on tonnage, and supermarkets wouldn't reach the required tonnage. However, we are seeing encouraging signs in relation to supermarkets, especially taking back stuff they sell.

Council officer: Industry is taking back fridges and white goods. They are bringing manufacturing closer to recycling. Therefore this could favour locating waste facilities on industrial sites.

2.5. Kingston workshop proceedings

2.5.1. Kingston initial plenary discussion

Participant: It seems like the intention is to designate the sites and then developers will decide what to do with them. Shouldn't it be the other way around? Why leave it up to the developers?

Participant: You are the ones that have the oversight. You know what is needed where. You should be telling the developers what to do.

Waste Plan manager: The Plan will last up to the year 2021 and during this time there are likely to be changes in technologies. Stating what technologies should be built now will mean that we're not able to take advantage of better technologies that emerge in future. National planning guidance tells us not to be too prescriptive at this strategic planning stage.

Participant: The figures are confusing. How did you calculate the amount of space that will be needed to manage the waste? Did you extrapolate this from the figures on how much waste will have to be managed? How have you calculated the amount of space that will be needed?

Waste Plan manager: We have used guidance from the London Plan which identifies the size of facilities and how much land is typically needed to treat certain quantities of waste.

Participant: What kind of waste management facilities are we talking about? Are open facilities being considered or closed facilities?

Waste Plan manager: Most modern waste facilities are enclosed these days. However, there are open composting facilities, though these tend not to be located in urban settings.

Participant: In the case of open systems, with the prevailing winds coming from the South West, ideally facilities should be located in the East.

Participant: Is there a distinction between waste management and recycling?

Waste Plan manager: No. Recycling is part of managing waste.

Participant: If you are saying there won't be more landfill, what are we going to do with the kind of waste that nobody wants to touch?

Waste Plan manager: There is a need to extract as much material as possible for reuse and recycling and modern facilities can help with this. There is likely, however, to be a certain amount of waste left over which cannot easily be recycled at the moment. The Government's policy is to use this to generate heat and power.

Participant: I will return to the point about leaving things for developer's applications. We have a commitment in the Waste Plan to manage our waste to the highest standards in terms of sustainability. The Council should be taking a proactive approach and actually propose the sites and what will happen in them. We need to be careful about what facilities go in this highly residential borough. Let's not presume that waste contractors won't handle nasty hazardous materials in our boroughs.

Participant: The recycling system is a dinosaur. Why not think about a deposit system? It should be done through the retailers. We should be sending the waste back to them. We should send it back to the manufacturers. Send it back to where it came from. Otherwise manufacturers feel they can make more and more rubbish because they feel it will be managed.

Participant: The waste-collecting regime is terrible. Many things are not accepted by recycling facilities, therefore more and more things end up in the landfill sites.

Participant: There are sites being selected for recycling. There seem to be a hidden agenda. They are being placed in certain roads, being placed where they don't work. More environmentally friendly options are often not fitted in. You should choose the site so you know what transport will go there, so it is sustainable. The Council should enable this. The sites have to have sufficient size. If we choose the sites now we could be creating a problem in that they won't work.

Participant: We should be setting things up so incentives are there to produce less waste. We should send it back to the manufacturers and compost the rest locally and small scale. Waste management should be done as locally as possible.

2.5.2. Kingston small group discussion - group one

Q1. How much waste should the South London Waste Plan, plan to manage?

If we don't deal with waste it will go to landfill.

Participant: 100% should be dealt with. Yes, in principle.

The group decided to take a vote and 10 voted for 100% and 2 for 97%.

Participant: But if we dip down to 97% the waste contractor will be paid a higher price to take things to landfill.

Participant: It would mean we have to deal with hazardous waste. Electronic waste goes abroad.

Participant: Hazardous waste can come from domestic sources.

Participant: But how does this interface with the need to reduce waste overall?

Participant: So the amount of waste we are looking to manage, is that after recycling?

Q2. Where will the facilities go?

Participant: If we do have a plant producing heat, that needs to be near housing.

Participant: Will we share facilities across Boroughs?

Participant: It is sensible to use existing sites but close to transport.

Participant: There are two issues here: say a site for plastic bottles needs a local/central collection point.

Participant: It is not that we are intending to recycle but locate bulking facilities. We don't deal with the waste.

Participant: Quite a lot of material can be produced in large amounts. Do we have sites big enough?

Participant: If we have too many facilities we will get a lot of transport movements.

Participant: I thought we would continue to use Villiers Road.

Council officer: That is the current distribution.

Participant: I am confused. I thought we were trying to recycle in the Borough.

Participant: How many of the sites are big silos?

Participant: I didn't appreciate we have to dispose of recyclables in our own borough.

Participant: But we don't have that much spare in Kingston. Are sites big enough?

Participant: We should prioritise impacts/criteria.

Participant: There is a useful appendix in the Technical Report that shows the capacity of sites.

Participant: We need to be realistic about sites. Various businesses have gone and been built on.

Participant: It's the water situation. I have water at the end of the road.

Participant: I don't think we are just talking about spare land.

Participant: All criteria are important. Striking a balance between proximity to where waste is generated and where re-used. You need to make it visible to people in that area. Then they will take responsibility.

Participant: I don't think you should rank the criteria. They are all important. I don't have the answer as to whether we need to look for a centralised or decentralised layout.

Participant: We need a network of services so we might identify broad locations.

Participant: There should be different sites, different ranking and different criteria.

Participant: Should it be Villiers Road? Other big sites?

Participant: In theory Kingston doesn't need a lot more space?

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: Is there any reason why we need totalising, homogenised solutions? Maybe where it is strategically important, we should specify technologies, but elsewhere we don't.

Participant: We could put very tight restrictions on some sites and make this looser elsewhere.

Participant: It is very difficult to be specific about technologies.

Participant: Around the country officials are tempted to go for the most costly option and cheaper alternatives are overlooked.

Facilitator: We are looking at waste planning process, not what individual Boroughs bring forward.

Participant: Flexibility will be driven by the site itself and affect the type of facilities developed.

Participant: Sites should be as central as possible to avoid too much transport.

Participant: If we can combine it all in one space, that would be good.

Participant: Planning requirements are tightening in environmental terms.

Participant: I am still unclear about we will do about recyclables. Will we carry on bulking up and finding buyers outside the Boroughs?

Participant: Will the Borough extend bottle only recycling to cartons?

Participant: Compacting waste helps minimise the size of facilities.

2.5.3. Kingston small group discussion - group two

Q1. How much waste should the South London Waste Plan, plan to manage?

Participant: What happens to the 3% if the SLWP opts for the 97% apportionment amount?

Waste Plan manager: It will be treated out of borough, but as costs rise elsewhere this could become more and more difficult to achieve without high costs.

Participant: On the graph in the waste plan manager's plenary presentation, why does the amount of waste needed to be treated in South London rise over time?

Waste Plan manager: It's not very clear on the presentation graph, but the quantities of waste are in fact projected to fall from 2018 on. Also, levels of waste produced will be monitored annually so that if they do start to change in a way that has not been projected the SLWP will adjust its remit accordingly. In addition, population growth is factored into this graph. Population is expected to rise in South London over the period concerned.

Participant: We need information on the costs of treating the 3% difference in waste to be able to make a decision about its waste. How much it would cost to treat inside or outside of the four boroughs is key.

Participant: The consultation appears to be the wrong way round. It would be preferable to have options for various treatment facilities with their detailed costs, impacts, sites etc. and then to take to the public to choose among them.

Participant: We should be part of a larger grouping of boroughs. It might be that a large facility could deal with waste from a wider area.

Participant: A more flexible system to deal with waste might be preferable e.g. where the South London boroughs deal in treatment of one type of waste, another set of boroughs dealing with another. In this respect requiring boroughs or grouping of boroughs to deal with all (or nearly all) of their waste is a bit inflexible.

Participant: In the future the four boroughs could import waste and even treat waste as a resource and deal with *more than* just their own waste.

Council officer: 1.3 million tonnes is a huge amount of waste (the amount SLWP needs to treat) and it will be very hard for the boroughs to put in place a plan that deals with that let alone waste from outside. Importing waste is not feasible with current technological/spatial limits etc.

Participant: Given the scale of waste to be dealt with the 3% difference seems negligible and an aside to the key issues of the discussion. This is a minor detail.

Council officer: The biggest incinerators currently operating in Europe won't be able to deal with anywhere near all the waste projected to be produced. Also, the use of landfill is being reduced. There is low government support for it.

Participant: How will the four boroughs decide between them who deals with what waste?

Participant: The 100%/97% difference is a minor detail.

Participant: it would seem natural to go for 100%.

Waste Plan manager: Going for the 97% apportionment would require an estimated area of 15 hectares set aside, whereas the 100% would require 17 hectares. This is not a huge difference.

Participant: The boroughs should go for 100% as a contingency. In this way if the waste situation changes or this target cannot be met, there is some leeway to bring the target down to 97% and reduce the amount of waste that we deal with ourselves. The contingency of choosing 100% is the key theme here.

Council officer: The approach taken by these four boroughs is very different to that of other waste plan authorities in London e.g. inner London boroughs will have to export much more of their waste. In South London the capacity and space to deal with waste is there.

Participant: Haven't other areas been through this process already? Shouldn't we be looking further afield?

Waste Plan Manager: No, other London Boroughs are going through the same process.

Participant: This is a rather 'parochial response'. It means that other countries (Germany and America) have been doing this for years and we should be looking to them for examples of how to deal with waste and how to best address the issue and answer these questions.

Participant: Isn't the same debate taking place in Surrey?

Waste Plan Manager: Yes, Surrey's Waste Plan is more advanced. But theirs is a very different context to London, given the role of the GLA/Mayor in the latter.

Participant: We must do everything to REDUCE waste (not just extrapolate the production of waste from the current figures) – is key that this is in the final plan.

Facilitator: The consensus view from the group seems to be that there should be land set aside to deal with 100% of the waste as a contingency measure. Within this, however, it is key that there is some information is provided on the costs of dealing with the 3% difference inside or outside of the boroughs.

2.5.4. Kingston small group discussion - group three

Q1. How much waste should the South London Waste Plan, plan to manage?

Participant: 3% extra is not a lot.

Participant: This may depend on the type of waste, is it difficult to treat? What is the impact?

There was general agreement that 100% should be treated locally, in the 4 boroughs.

Q2. Where will the facilities go?

Q2a. What criteria should be used to identify suitable sites?

Participant: We should take into consideration that the locations (for example where employment is located) might change.

Participant: Health and safety is important. Location of primary schools is important. The impact on natural resources is important.

Participant: Location criteria should seek to avoid traffic jams. Place them where there are enough roads.

Participant: On access we should look at rail and water options.

Participant: Water contamination is important if the site is close to flood area. Social impact is very important especially residential parts. The impact on green belt matters. Environmental impacts are important. Landscape impacts are important.

Participant: Visual impact, noise, dust, pollution, water contamination, bio diversity impact and Co2 emissions are all important.

Participant: We should decide what facilities are needed first and then where to put them

Q2b) which criteria are the most important?

Participant: The criteria depend on facility and technology we are talking about.

Participant: If we are talking about plastic treatment or open facilities then social impact is most important.

Participant: Otherwise, access to transport is very important.

Participant: Social impact is relevant to all types of facilities.

Q2c. What pattern of distribution for waste management facilities should South London aim for?

Participant: The bigger the facilities, the more dangerous they are. Smaller clusters are better.

Participant: It depends. Sometimes you will need more specialized facilities.

Participant: We should have one large facility in one borough rather than scattered sites.

Participant: Industrial processes should be in industrial areas.

Participant: Sometimes it is more efficient to cluster, sometimes not.

Participant: Where we locate facilities is conditional on the types of technologies. Therefore, it depends.

Q2d. Are any of the broad locations identified in the Map particularly suitable, or particularly unsuitable in your opinion, for waste management facilities?

Participant: Anything on the flood plain is unsuitable.

Participant: Higher up the waste hierarchy, facilities could be located more locally, in Kingston.

Participant: Further down the waste hierarchy facilities should be located outside.

Q3. Should the South London Waste Plan specify what waste development is suitable for each site eventually identified?

Participant: The Waste Plan should specify where things go.

Participant: Once we know what kinds of technologies and facilities this should determine what goes where.

Participant: How likely is it that technologies will improve?

Participant: How can we build into plan changes in technologies?

Participant: Not for the plan, but it is important to provide incentives to reduce waste.

Participant: Reuse is not discussed enough, there should be emphasis on recycling.

Participant: Manufacturers and supermarkets should deal with the waste.

Participant: It is important to provide clear information on what kinds of waste, what percentages and therefore what technologies before discussing where to place facilities.

2.5.5. Kingston final plenary discussion

Participant: Is the question of how to reduce waste produced in the first place being addressed anywhere in the debate?

Participant: There is a misconception that recycling solves the problem.

Participant: There is no evidence of the Boroughs aiming to reduce waste.

Participant: I think we should be contemplating whether we think the Waste Plan should include the issue of reducing waste (*Calls for a vote, many raise their hands approving this suggestion*).