

## CHAPTER 10

# MINERALS, WASTE, ENERGY AND POLLUTION CONTROL

### Introduction

- 10.1 The Council's commitment towards sustainability means taking a proactive approach towards ensuring that new development generates minimal impact on natural resources and seeks to reduce pollution levels where possible. Responsibility for many of these activities lies beyond the scope of land use planning, with the Environment Agency, the utilities and private organisations and individuals. Nevertheless it is important that the Council's land use policies reflect relevant local, strategic, regional and national strategies, programmes and priorities, especially where, as in the case of waste disposal for example, the impacts and controls extend beyond the borough boundary.
- 10.2 The Council will implement the policies in this chapter within the context of the Mayor for London's Waste, Energy and Air Pollution Strategies. In addition, the Borough currently works with other boroughs in South London to plan for waste disposal through the South London Waste Disposal Joint Committee and will be seeking to address the issue of regional self-sufficiency through this committee. The Council has an adopted Borough Recycling Plan and a Waste Strategy.

## STRATEGIC POLICIES

### ~~Sustainable Energy, Minerals and Waste~~

#### ~~STR10~~

#### Please Note

This Policy has been superseded by London Plan Policies-  
3C.3, 3C.17, 3C.18, 3C.25, 4A.1, 4A.3, 4A.4, 4A.5, 4A.6, 4A.7, 4.8, 4A.9, 4A.10,  
4A.21, 4A.22, 4A.23, 4A.24, 4A.27, 4A.28, 4A.29, 4A.30, 4A.31, 4A.33, 4A.34, 4C.8,  
4C.16, 4C.19 (as appropriate)

#### ~~THE COUNCIL ENCOURAGES PROGRESS TOWARDS MORE SUSTAINABLE METHODS OF:~~

- ~~A) MINERALS TRANSPORTATION;~~  
~~B) WASTE DISPOSAL AND TRANSPORTATION;~~  
~~C) ENERGY GENERATION AND USE.~~

- ~~10.3 Through its renewable energy strategy, the government has set a target that 10% of electricity generation should be through renewable processes by 2010, subject to the costs on consumers being acceptable. These processes including harnessing the natural power of the sun, wind and water, thus avoiding the need to deplete fossil fuel stocks further. Renewable energy~~

~~generation is usually much less harmful to the environment in terms of pollution and contributions to climate change than traditional methods of energy generation.~~

~~10.4 The Council supports development which addresses reducing or minimising fossil fuel consumption and has developed policies which seek to conserve energy (MW3) and encourage the incorporation of renewable energy elements within new development where appropriate (MW4). The Council also supports other energy conscious initiatives such as alternative fuelled vehicles and therefore encourages the establishment of fuelling facilities for these vehicles throughout the borough.~~

~~10.5 No mineral extraction currently takes place within the Royal Borough and there are no known practicable recoverable mineral resources. However, it is important that consideration be given to the supply and movement of aggregates as the use of road transport for bulk goods is generally far less environmentally friendly in terms of generating congestion and pollution than rail or water. This makes the position of bulk handling facilities such as rail depots and wharves increasingly important. Strategic guidance indicates that such facilities should be identified and safeguarded. The key site within the borough which falls into this category is Tolworth Aggregates Depot which the Council considers should remain a bulk handling depot for rail-related uses.~~

~~10.6 The Government's Waste Strategy (2000) establishes a national framework for waste management and for moving towards more sustainable waste disposal methods, in particular reducing our reliance on disposing waste in landfill sites. A key component in the Strategy is the 'Waste Hierarchy' whereby it is advised that options for waste management decisions should be given the following order of priority:~~

- ~~● Reducing (i.e. waste minimisation)~~
- ~~● Re-use~~
- ~~● Recovery (e.g. recycling, composting, energy from waste)~~
- ~~● Disposal (e.g. in landfill sites)~~

~~Within the hierarchy, recycling and composting are expected to be considered before incineration with energy recovery.~~

~~10.7 The Council recognises the hierarchy and has structured its land-use waste policies accordingly. At present, the Council processes approximately 74,000 tonnes of household waste per annum, the vast majority of which is sent to landfill in Bedfordshire, there being no landfill sites within the borough. About 15% of household waste is currently recycled. In accordance with the Government's Waste Strategy and the EU Landfill Directive, the Council is seeking to limit the amount of waste that needs to be taken to landfill by promoting waste minimisation, recycling and other relevant initiatives (see Policy MW1), under the framework of an emerging municipal waste strategy. In this context, the Council will work with the Mayor for London and the Mayor for London's Waste Strategy to ensure that regional self-sufficiency and the proximity principle are effectively pursued (see Policy MW2).~~

## **~~Pollution Control STR11~~**

### **Please Note**

This Policy has been superseded by London Plan Policies -4A.3, 4A.17, 4A.18, 4A.19, 4A.20, 4A.29, 4A.33, 4A.34 (as appropriate)

~~IN CONJUNCTION WITH THE ENVIRONMENT AGENCY, THE COUNCIL SEEKS TO IDENTIFY LAND, AIR, WATER AND NOISE POLLUTION WITHIN THE BOROUGH AND TO WORK TOWARDS REDUCING FUTURE LEVELS THROUGH RESISTING INAPPROPRIATE DEVELOPMENT.~~

~~10.8 The urban area and countryside fringe are constantly affected by pollution, eg from traffic fumes, industrial processes etc. It is unrealistic to expect that this can be completely eradicated. However, it is important that pollution levels are monitored and significant thresholds established so that the Council can prevent development which would lead to unacceptable pollution levels and use enforcement measures where appropriate. This policy should be read in conjunction with policy STR10 which, in a more positive manner, encourages more sustainable use of natural resources in new development.~~

~~10.9 Responsibilities for identifying and monitoring land, air and water pollution are split between the Council and the Environment Agency. Within the Council, the Environmental Health department takes the lead in pollution monitoring and enforcement.~~

~~10.10 Water pollution is covered by Policy OL17 in Chapter seven. Light can sometimes also be considered to be a form of pollution. Lighting of external areas is covered by Policy BE15 in Chapter six.~~

## **DETAILED POLICIES**

### **Development of Waste Management Facilities MW1**

**THE COUNCIL ENCOURAGES THE APPROPRIATE DEVELOPMENT OF RECYCLING AND COMPOSTING FACILITIES AND MAY USE THE COMMUNITY BENEFIT POLICY TO SECURE FURTHER FACILITIES.**

**PROPOSALS FOR OTHER WASTE MANAGEMENT FACILITIES SHOULD NOT RESTRICT WASTE MINIMISATION, RECYCLING OR COMPOSTING INITIATIVES.**

**APART FROM COMPOSTING FACILITIES, NEW WASTE MANAGEMENT FACILITIES WILL NOT BE PERMITTED IN GREEN BELT, METROPOLITAN OPEN LAND AND AREAS OF LOCAL OPEN SPACE.**

**ALL NEW WASTE MANAGEMENT FACILITIES SHOULD BE SITED WHERE:**

- i) ADVERSE IMPACT ON RESIDENTIAL AMENITY IS MINIMAL;**
- ii) SUFFICIENT ACCESS AND SERVICING ARRANGEMENTS ARE AVAILABLE;**
- iii) HARM TO HISTORIC CHARACTER, SUCH AS CONSERVATION AREAS AND LISTED BUILDINGS, CAN BE AVOIDED.**

- 10.11 In accordance with the government's waste hierarchy, the Council encourages reducing and reusing waste as a priority. Waste minimisation is largely outside the remit of land-use planning. However, it is important that planning policies support the overall Council approach and new development does not interfere with any waste minimisation initiatives.
- 10.12 The Government has set national targets to recycle or compost 25% of all household waste by 2005, 30% by 2010 and 33% by 2015. Local Authorities have a key role in achieving these targets and RB Kingston has been set its own recycling and composting target for recycling and composting household waste of 30% by 2003/4 and 36% by 2005/6.
- 10.13 In order to meet these targets the Council will seek provision of recycling facilities which are available to all sections of the community. However, if recycling is to properly contribute to improving the environment, it is important that it does not result in greater environmental impact, for example through additional traffic generation. For this reason, the Council encourages the provision of larger (modular) recycling collection points where their use can be combined with other activities such as shopping or leisure and by having a comprehensive and convenient distribution of locations throughout the borough. The Borough Recycling Plan and the Waste Strategy will help inform the Council in making decisions on this issue.
- 10.14 Alongside the provision of modular recycling collection points, the Council promotes a door to door collection scheme and aims to ensure that localised mini recycling facilities, catering mainly for paper and glass, are situated within walking distances of all households, thereby enabling pedestrian access by greater numbers of people. This has the beneficial effect of reducing the need for residents to make car journeys to the larger recycling sites. In most cases these smaller facilities will not require planning permission.
- 10.15 Increased composting can also contribute to meeting the Government's household waste targets and is therefore supported. Because of the outdoor nature of composting, it is the only waste management activity that may be appropriate in designated open land, subject to policies in chapter 7. Small scale (i.e. home) composting is unlikely to require planning permission. However, where larger scale composting facilities requiring planning permission are proposed, careful consideration will be given to levels of emissions and the effects on local amenity as outlined in Policy MW2.
- 10.16 With the completion of the new Civic Amenity and Waste Transfer facility at Athelstan Road (PS26) in 1998 and the Council's landfill contract not due to expire until 2008, the Council has not identified any further specific requirements for large-scale waste management facilities in the short or medium term and seeks to concentrate on encouraging waste minimisation, recycling and composting initiatives to increase sustainable waste management. In the longer term (i.e. post 2008), alternative arrangements are likely to be required for waste disposal. However, the land-use constraints within the borough, in particular the extent of residential areas, Green Belt and Metropolitan Open Land, means that the Council has not identified any further

sites for large-scale waste management facilities and no sites for disposal facilities (i.e. incineration). As details of the borough's long term waste disposal requirements emerge, the Council will work with the Mayor for London and neighbouring Waste Planning Authorities, to identify the most sustainable solution to waste management, in accordance with Strategic Policy STR10, and using the criteria within Policy MW1.

## **Waste and Environment MW2**

### **Please Note**

This Policy has been superseded by London Plan Policies- 4A.21, 4A.22, 4A.23, 4A.24, 4A.27, 4A.28, 4A.29, 4A.34 (as appropriate)

**~~IN CONSIDERING ALL PLANNING APPLICATIONS FOR WASTE-RELATED DEVELOPMENT, OR WASTE FACILITIES WITHIN DEVELOPMENT SCHEMES, THE COUNCIL WILL TAKE THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO), THE PROXIMITY PRINCIPLE AND OTHER RELEVANT ENVIRONMENTAL FACTORS INTO ACCOUNT. PARTICULAR ATTENTION SHOULD BE PAID TO THE MITIGATION OF ANY ADVERSE VISUAL IMPACT.~~**

~~10.17 In accordance with the government's waste hierarchy, the Council encourages reducing and reusing waste as a priority. Waste minimisation is largely outside the remit of land use planning. However, it is important that planning policies support the overall Council approach and new development does not interfere with any waste minimisation initiatives.~~

~~10.18 The Council will expect applications which incorporate waste processing or disposal facilities to be accompanied by information on the origin, transportation and disposal of waste and how, where appropriate, the proposed technology relates to the Best Practicable Environmental Option, as defined by the Royal Commission on Environmental Pollution. In subscribing to the 'Proximity Principle', the Council seeks that waste should generally be managed as near as possible to its place of production in order to minimise the environmental impact of transportation. Opportunities for energy recovery are encouraged through Policy MW4.~~

~~10.19 In determining waste development applications, the Council will consider the impact of the proposals on the built and open environment in accordance with other policies in the plan and Annex 1 of PPG10 (Planning and Waste Management). Other environmental factors to consider may include air quality, noise, dust, odour, vermin, hours of operation and reinstatement of the site after use. Waste facilities can often be visually intrusive and the Council will expect these to be designed into the development scheme or surrounding area with a high degree of landscaping.~~

## **Energy Efficiency and Conservation in Developments MW3**

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**THE COUNCIL WILL SEEK TO ENSURE THAT DEVELOPMENT HAS REGARD TO ENERGY EFFICIENCY AND ENERGY CONSERVATION THROUGH DESIGN, MATERIALS, ORIENTATION AND LAYOUT.**

- 10.20 The conservation of energy is an issue which the Government has asked local authorities to pay particular regard to in their development plans. The Council recognises the need to reduce energy consumption to conserve energy resources and minimise the effects of global warming. Energy consumption can be significantly reduced by ensuring new buildings are energy efficient.
- 10.21 The Council has some control over the conservation of fuel and power through Part L of the Building Regulations, which aim to ensure that buildings are adequately insulated, and unacceptable levels of heat loss do not occur, due to badly designed heating and hot water systems or excessive provision of windows and roof lights. However, these are minimum standards only. Applicants are encouraged to proactively consider Passive Solar Design techniques which, by making the most of natural energy, can reduce the need for artificial heating and lighting and therefore reduce energy bills. Advice can be found in 'Planning for Passive Solar Design' (1999) produced by the DETR/DTI or obtained from the Building Research Establishment or the Energy Technology Support Unit.
- 10.22 Developments should also pay attention to associated planting, design, and materials. Well landscaped planting providing shade in the summer and shelter in the winter can reduce the energy required to heat and cool a building. (Cross Reference Policy BE9). The use of recycled materials in developments will also reduce the overall energy consumption of construction, although compliance will still be required with building regulations and visual amenity policies (Cross Reference Policy BE12).
- 10.23 This policy is complementary to other policies in the plan which encourage more sustainable forms of development, most notably those in the Transport chapter which facilitate energy efficient forms of travel.

## **Renewable Energy and Energy Recovery MW4**

**Please Note**

This Policy has been superseded by London Plan Policies- 4A.1, 4A.3, 4A.4, 4A.5, 4A.6, 4A.7, 4A.8, 4A.10, 4A.22, 4A.23 (as appropriate)

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**~~THE COUNCIL WILL ENCOURAGE DEVELOPMENT PROPOSALS TO INCLUDE RENEWABLE ENERGY COMPONENTS, SUCH AS PHOTOVOLTAIC PANELS, OR TO SEEK TO RECOVER ENERGY.~~**

~~10.24 Renewable Energy is generated from sources which don't deplete their source materials, such as sun, wind and water etc. The renewable energy industry can therefore make a major contribution towards sustainability. Although currently small, the industry is expanding and becoming increasingly viable in a wide range of different forms. The Council encourages developers to try to include renewable energy components in their applications whilst recognising that protection of visual amenity, for example as expressed through Policy BE13 on Building Plant, is still required.~~

~~10.25 Energy Recovery occurs when heat or some other secondary emission from an existing process is harnessed to produce energy. Examples include Combined Heat and Power Schemes (CHP) and obtaining energy from the methane gas from sewage sludge. The Council is supportive of proposals for energy recovery, but will consider them in the context of the overall development proposed and its adherence to other policies in the plan, particularly Policy MW2 where energy from waste is being proposed.~~

## **Contaminated and Unstable Land**

### **MW5**

**ON LAND WHICH IS CONTAMINATED OR UNSTABLE, OR THE COUNCIL HAS CAUSE TO BELIEVE COULD BE CONTAMINATED OR UNSTABLE, PROSPECTIVE DEVELOPERS SHOULD SUBMIT INVESTIGATIONS INTO THE CONTAMINATION AND/OR STABILITY OF THE LAND AND, WHERE APPROPRIATE, INCLUDE REMEDIATION MEASURES. THE COUNCIL WILL NOT PERMIT DEVELOPMENT PROPOSALS WHICH FAIL TO ADDRESS THE ISSUE OF CONTAMINATION OR LAND STABILITY WHERE THESE CIRCUMSTANCES APPLY.**

10.26 In accordance with the Contaminated Land (England) Regulations (2000) and Circular 2/2000, the Council is preparing a strategy to identify contaminated land and, where appropriate, take enforcement action. PPG14 advises that local authorities also need to take into account the possibility of ground instability.

10.27 The Council expects applicants to submit information addressing these issues where potential contamination or unstable land problems have been identified. This policy will be implemented in conjunction with Policy OL16 which seeks to protect groundwater from pollution.

## **Air Quality**

### **MW6**

**DEVELOPMENT WHICH WOULD LEAD TO A SIGNIFICANT DETERIORATION IN LOCAL AIR QUALITY LEVELS, PARTICULARLY IN DESIGNATED AIR QUALITY MANAGEMENT AREAS, WILL BE RESISTED.**

10.28 Road traffic is the primary cause of air pollution in the borough (see para 11.10). Levels of various particulates in the air are monitored for the Council by

the South East Institute of Public Health. Where there are particularly sensitive or polluted areas, the Council will, under the 1995 Environment Act, designate Air Quality Management Areas (AQMAs). Whilst the Council will seek to prevent any development which causes unacceptable levels of air pollution, special consideration will be taken in Air Quality Management Areas. Monitoring the implementation of the AQMA Action Plan will also help ensure that new development contributes to improved air quality in the AQMA.

## Noise

### MW7

**THE COUNCIL WILL TAKE ACCOUNT OF AMBIENT NOISE LEVELS WHEN CONSIDERING THE DEVELOPMENT AND USE OF LAND, AND WHERE NECESSARY REQUIRE THE INCLUSION OF MEASURES TO ALLEVIATE NOISE AND ANY OTHER FORM OF INTRUSION. ADDITIONALLY THE COUNCIL WILL IMPOSE CONDITIONS TO REDUCE NOISE LEVELS WHERE LOCAL AMENITY OR ENVIRONMENTAL CONDITIONS ARE SERIOUSLY AFFECTED, AND OPPOSE FURTHER DEVELOPMENTS OR CHANGES IN ACTIVITY WHICH WOULD SIGNIFICANTLY AFFECT NOISE LEVELS. IN PARTICULAR THE COUNCIL WILL SEEK QUIETER CONDITIONS OUTSIDE NORMAL WORKING HOURS AND ON SUNDAYS.**

- 10.29 Noise can be a major source of nuisance; it can cause annoyance or discomfort to the public in general and to individuals, and it can also detract from the quality of the environment.
- 10.30 Where noise sensitive developments such as housing, hospitals, and schools are proposed in locations affected by noise, the Council will seek to minimise the effect by requiring sound insulation, and by the suitable layout of the buildings and appropriate landscaping in order to ensure that noise levels within the development are acceptable. The Council will determine the need for such conditions on permission using the Noise Exposure Category (NEC) classification methodology recommended by PPG24 Planning and Noise.
- 10.31 The Council will continue to use its statutory powers to secure the reduction or abatement of noise where this causes an unacceptable nuisance.
- 10.32 The Council will impose conditions on planning permissions to ensure that noise emitted from industrial or recreational developments, for example, does not detract from the quality of the environment of the area.
- 10.33 The Council will oppose changes which adversely affect environmental conditions, especially in residential areas. Although aircraft noise, for example, is not at present a major source of disturbance in the borough, the Council will monitor the situation to ensure that any change in aircraft routings does not bring about a significant increase in noise levels. The Council recognises the importance of quieter conditions outside normal working hours and on Sundays and, where appropriate, will seek to achieve quieter levels at these times.