

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

NORTH LONDON WASTE PREVENTION PLAN 2014/16

REPORT OF: HEAD OF OPERATIONS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

13th February 2014

SUMMARY OF REPORT:

This report and accompanying plan outlines the actions needed in order to progress towards the waste prevention objectives outlined in the North London Joint Waste Strategy. A new waste prevention plan has been developed which updates and replaces the one approved by the Authority in February 2012.

RECOMMENDATIONS: The Authority is recommended to:

- i. Approve the programme of work as outlined in the *North London Waste Prevention Plan April 2014 - March 2016* and attached in Appendix 1.
- ii. To agree that the Head of Operations can take all steps required to implement the Strategy including entering into contracts, subject to annual budgetary provision.

SIGNED:.....Head of Operations

DATE: ...4th February 2014.....

1.0 STRATEGIC CONTEXT

- 1.1 The North London Joint Waste Strategy (NLJWS) as agreed by the seven constituent borough councils and the Authority, sets out a series of Strategy Implementation Actions which include actions in order to achieve reduction in waste growth.
- 1.2 The North London Waste Prevention Plan (referred to as the Plan hereafter) is the practical interpretation of the objectives “to *minimise the amount of municipal wastes arising*” and “to *co-ordinate and continuously improve municipal wastes minimisation (and management) policies in North London*”.
- 1.3 This current Plan expires in March 2014, so a successor Plan has been prepared for the period between April 2014 and March 2016. This Plan is attached as Appendix 1.

2.0 AIM AND POLICY PRIORITIES

- 2.1 The Plan preparation process was guided by various developments in the waste sector, consultation with key stakeholders and was also developed in the context of priorities and guidance set out in key documents e.g. the Waste Prevention Programme for England.
- 2.2 The aim of the North London Waste Prevention Plan 2014-16 is to reduce municipal waste arisings in north London, promote resource efficiency and improve the local environment through a comprehensive and sustainable programme of waste prevention activities.
- 2.3 It is estimated that through the two-year waste prevention programme, nearly 20,000 tonnes of waste will be diverted from disposal.
- 2.4 The proposed themes and resource requirements of the draft 2014-16 North London Waste Prevention Plan were by agreed by Members at the last Authority meeting (12 December 2013). Accordingly the Plan focuses on three priority waste streams, namely food waste, furniture and textiles.
- 2.5 Additionally, the Plan will continue to be complemented by routinely undertaken, smaller scale initiatives which will promote reduction of other waste streams such as paper, unwanted mail, plastic bags, disposable nappies, WEEE (waste electrical and electronic equipment) and packaging.
- 2.6 It is proposed that the Plan includes action-oriented activities and promotion of behavioural change messages, all with a ‘business case’ demonstrating their value-for-money. A combination of policy measures and active engagement focusing on informational, educational and promotional initiatives used locally; only the Government and national bodies such as WRAP and the Environment Agency can undertake major strategic changes through legislation, regulation and facilitated voluntary action with large companies.

- 2.7 The section below describes key programmes and targets. A complete overview of the full range of proposed activity is set out at Table 6 of Appendix 1.

3.0 KEY PROGRAMMES AND TARGETS

Food waste reduction programme

- 3.1 The aim of the food waste programme is to reduce food waste arisings through an efficient and cost effective pan-north London food waste reduction campaign. Targeted activity includes the following:

- Attendance at large outdoor and specially organised events delivering *direct engagement with 10,000 residents*.
- Running *seven Big Free Lunch events* (one in each borough) with participation of *7,000 residents*.
- *Working closely with 30 community groups*, including ethnic groups, children's centres and over 60s clubs.
- Working with educational establishments and halls of residence *engaging directly with 1,500 students*.
- Signing up *100 residents* to the online food waste challenge.
- Further engaging with the local community by providing *seven food waste prevention displays* in either empty shops or community and charity shops.
- Promoting food waste message at Council offices in each constituent borough.
- Investigating an art installation in each of the seven boroughs, demonstrating the amount of waste produced in north London and proceed if appropriate.
- Developing an interactive website-based activity to increase traffic to the Wise Up to Waste website.
- Promoting food waste messages during the European Week for Waste Reduction.

- 3.2 As an additional method to communicate widely with north London residents, it is proposed that adverts are placed in *Council publications and local papers* with the highest circulation and penetration rates. To further maximise Opportunities to See (OTS), outdoor advertising (*buses, underground and national rail stations and billboards or ad shells*) will be considered. As an example, a previous bus advertising campaign running across 131 buses (lower rear panels) for four weeks in all seven boroughs resulted in an estimated 17,565,200 OTS with 75.6% coverage. Finally, the possibility of *cinema advertising* will also be explored and implemented if appropriate. As an example, a recent recycling advert which was shown for two weeks in a selection of north London cinemas by the Authority reached approximately 125,000 people at a cost of 15p per person per viewing. Although the media mix is not yet confirmed for the advertising elements of the programme there is potential for reaching large numbers of residents with awareness raising messages through this medium.

Furniture re-use

- 3.3 The aim of the furniture programme is to increase the amount of furniture and other bulky items that is reused in north London. This will be achieved by:

- Delivery of *14 community exchange events* (two per borough) with direct participation of *1,500 residents*.
- Development of relationships and contracts/agreements between three large housing and non-housing providers and local reuse organisations, with *tonnage diversion of 100 tonnes per contract per year*.
- Delivery of *seven repair workshops* (one per borough) to support repair skills and enable residents to carry out minor repairs and extend the life of their products.
- Promote the national postcode locator for local re-use and repair services (to be developed by the Waste and Resources Action Programme).

3.4 Textile re-use

The textile programme is made up of the following activities (working with local textile re-use organisations where appropriate):

- Continue to support existing networks and promote the services they offer
- Promote the existing swishing pack.
- Delivery of *seven swishing events* (one in each borough) and a large 'super swish' event in a high profile venue.
- Work with existing textile re-use organisations and community groups to support textile repair skill courses.

3.6 Other initiatives and actions

The programme also includes the following additional elements:

Smart shopping

- Running a smart shopping campaign with involvement of retailers and residents in each of the seven constituent boroughs.
- Producing and promoting reusable shopping bags.

Packaging

- Developing and promoting a packaging guide for residents
- Submitting responses to consultations as appropriate
- Supporting the national 'Fresher for Longer' campaign, a new campaign designed to help us appreciate the relationship between food and its packaging

Business guide

- Updating the written reference material to reflect current programmes and infrastructure.
- Promoting the guide to local businesses and networks

Education

- Delivering *intensive work with 14 primary schools* and engaging directly with *4,000 pupils*.

- Delivering *14 educational performances* to primary schools focusing on food waste and composting.

Paper reduction

- Offering guidance to north London residents about how to opt-out of receiving unwanted marketing material.

Engagement with Members and Officers

- Holding quarterly waste Prevention and Education Officer meetings.
- Continuing to issue monthly waste prevention updates.
- Producing an end-of-year activity brochure.

Participation in national and international awareness weeks

- Compost Awareness Week in May 2014.
- Green Office Week in May 2014.
- European Week for Waste Reduction in November 2014.
- Go Green Week in February 2015.
- Climate Week in March 2015.

Waste Electrical and Electronic Equipment

- Delivering outreach activity to promote WEEE re-use and recycling.
- Delivering *21 events* as part of this programme.
- Delivering repair and reuse workshops
- Delivering an educational programme to promote the WEEE education pack to two schools per constituent borough.

Real Nappies

- Providing and promoting financial incentives to parents using reusable nappies on their babies. The current level of subsidy is £54.15 through the Real Nappy for London scheme, currently with the London Community Resource Network and expected to be based with the Women's Environmental Network from 1st April 2014.
- Supporting the development of the Real Nappy for London scheme and reviewing the diversion and possible impact on the level of subsidy at the end of 2014/15.

3.7 All the above messages will be further promoted via the Wise Up to Waste website. Social media channels will be utilised to promote these messages and direct residents to the website. A number of press releases will be issued to highlight key periods of activity.

3.8 The proposed programme will be delivered by the Authority's Waste Prevention Team (four full time members of staff). External agencies are likely to be required for the delivery of elements of the food waste reduction programme, educational and community exchange events.

4.0 TIMETABLE AND RESOURCES

- 4.1 The proposed Plan also includes a timetable for 2014/15, showing the expected duration of the different stages of the programme for 2014/15. The cost of these activities has been allowed for in the 2014/15 draft budget. The Plan also identifies major partners to assist with its delivery from the outset, which include local authorities, national bodies, local businesses, the community and voluntary sector.
- 4.2 The resource requirements as approved at the December 2013 Authority meeting were identified as £315,500 for the three priority waste streams, £63,300 for the core activity and £62,000 for reusable nappy subsidies¹. Any appropriate opportunities for additional external support for the programme will also be sought, either through 'in-kind' support or financial contributions. The budget proposed for waste prevention work in 2014/15 would represent 0.9% of the Authority's annual net budget for waste services.

5.0 RECOMMENDATIONS

The Authority is recommended to:

- 5.1 Approve the programme of work as outlined in the *North London Waste Prevention Plan April 2014 - March 2016* and attached in Appendix 1.
- 5.2 To agree that the Head of Operations can take all steps required to implement the Strategy including entering into contracts, subject to annual budgetary provision.

6.0 COMMENTS OF THE FINANCIAL ADVISER

- 6.1 As indicated above, the cost of undertaking the proposed waste prevention activities set out in this report has been included in the 2014/15 draft budget considered elsewhere on this agenda. As this is a two-year programme an appropriate provision will, in due course, be allowed for in preparing the 2015/16 budget.

7.0 COMMENTS OF THE LEGAL ADVISER

- 7.1 The Legal Adviser has been consulted and has no comments to add.

¹ Note – this excludes any expenditure on WEEE related activities, which will be fully funded by the Authority's appointed WEEE producer compliance scheme.

Local Government Act 1972 – Access to information

Documents used: Waste Prevention Programme for England, Call for Evidence, Defra 2013
Waste Prevention Programme for England Consultation, Defra 2013
The Impact of Love Food Hate Waste, WRAP, 2013
Decoupling of Waste and Economic Indicators, WRAP, 2012
Sustainable Clothing Roadmap, Defra, 2011
Attitudes of Europeans towards Resource efficiency, European Commission, 2011
Government Review of Waste Policy in England 2011, Defra 2011
A strategy for smart, sustainable and inclusive growth, European Commission 2010
North London Waste Prevention Plan, April 2012 – March 2014

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Appendix 1

North London Waste Prevention Plan

April 2014 - March 2016

Contents

1. Strategic context	5
1.1 The North London area	5
1.2 North London demographics	6
1.3 Waste generation in north London.....	7
2. The case for waste prevention	9
2.1 Definition of waste prevention.....	9
2.2 Importance of waste prevention in north London.....	9
3. Policy and statutory drivers	12
3.1 The Waste Framework Directive	12
3.2 The revised Waste Strategy for England	13
3.3 Legislation and policy drivers on a European level.....	13
3.3.1 Life Cycle Thinking	15
3.3.2 Thematic Strategy on Waste Prevention and Recycling (2011)	16
3.3.3 The Sixth Environmental Action Programme (2002-2012)	16
3.3.4 Resource Efficiency Roadmap (2011).....	17
3.3.5 Sustainable Development Strategy	17
3.3.6 Sustainable Consumption and Production Action Plan (2008).....	17
3.3.7 Conclusions.....	17
3.4 National and Regional Drivers	17
3.5 Local drivers and strategic processes	20
3.5.1 North London Joint Waste Strategy (NLJWS)	20
3.5.2 NLWA strategic priorities.....	22
3.5.3 North London Waste Plan	23
3.5.4 Inter Authority Agreement	24
4. Planning a waste prevention programme for north London	26
4.2 Aim of the north London Waste Prevention Plan.....	26
4.3 Situational analysis.....	26
4.4 Development of the Plan	27

4.5 Consultation Workshops.....	28
4.5.1 Consultation process.....	28
4.5.2 Aims and objectives	28
4.5.3 Discussion of Key Issues from all 3 workshops.....	29
4.6 Setting priorities.....	30
4.6.1 Priority waste streams	30
4.6.2 Policy priorities	32
4.6.3 Roles and responsibilities.....	33
4.7 Implementation of initiatives	34
5. Programme timetable	37
5.1 Timeline.....	37
5.2 Timescales	38
6. Project partners	39
7. Monitoring and Evaluation.....	40
8. Closing remarks.....	42

List of Figures

Figure 1: North London waste composition.....	8
Figure 2: The waste hierarchy.....	12
Figure 3: Life Cycle Thinking.....	15

List of Tables

Table 1: North London population changes	6
Table 2: Amounts of local authority collected waste in north London.....	7
Table 3: Waste Prevention in EU Legislation.....	14
Table 4: National and Regional Policy Drivers.....	19
Table 5: NLJWS waste prevention related targets	21
Table 6: Actions and anticipated benefits	36
Table 7: Waste Prevention programme timetable for 2014-15.....	37
Table 8: Project partners.....	39

Executive Summary

The North London Waste Authority (NLWA) is the waste disposal authority that arranges the disposal of waste collected by the seven constituent boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest.

The population of north London is highly diverse with many different nationalities, cultures and communities represented and a very transient population that is currently growing at a rate of 7% per annum, factors which create a considerable challenge in terms of effective dissemination of waste prevention messages.

The north London **Waste Prevention Plan 2014/16** has been driven by European, national, regional and local statutory drivers as well as NLWA's and the seven north London boroughs' strategic priorities. It was developed in liaison with **Authority Members, NLWA and borough officers** and **community partners** in the context and priorities set out in key documents such as the Waste Prevention Programme for England and national research.

The aim of the Plan is to **reduce municipal waste arisings in north London, promote resource efficiency and improve the local environment through a comprehensive and sustainable programme of waste prevention activities.**

Priority waste streams for 2014/16 have been identified as **food waste, furniture** and **textiles** and activity includes **action-oriented interventions** encompassing focusing on informational, educational and promotional initiatives that can be applied on a local level.

Progress to assess the effectiveness of the work programme will be tracked through '**rates**' and diversion rates were used where possible to indicate the portion of a waste stream which is managed through waste prevention.

The **seven constituent boroughs** will play a crucial role to the success of the Plan as well as the **community sector** and other **local authority departments** who have also been identified as critical actors in reducing waste arisings.

It is estimated that through the two-year waste prevention programme, nearly **20,000 tonnes** of waste will be diverted from disposal with monthly reporting on progress to key stakeholders.

1. Strategic context

1.1 The north London area

The north London region covers approximately 30,000 hectares² and is served by the **North London Waste Authority** (NLWA). NLWA is a waste disposal authority that arranges the disposal of waste collected by the seven constituent boroughs:

- London Borough of Barnet
- London Borough of Camden
- London Borough of Enfield
- London Borough of Hackney
- London Borough of Haringey
- London Borough of Islington
- London Borough of Waltham Forest

Waste collected by each of the seven constituent boroughs which is delivered to NLWA for disposal is either disposed at the Edmonton energy from waste incineration plant, or transferred by road from the Edmonton transfer facility or from the Hornsey Street road transfer station, or it is loaded onto rail containers at the Hendon Rail Transfer Station for transport to landfill sites outside of London.

NLWA receives kitchen and garden waste which is composted at the in-vessel composting facility at Edmonton or third-party facilities outside London.

NLWA also manages the treatment of household dry recyclables from six of the seven north London boroughs. These materials are sent for sorting into their separate types (e.g. paper, plastic, steel and aluminium cans, glass etc) at materials recycling facilities and then on to factories, where they are made into new products.

² Equivalent to 297 square kilometres

1.2 North London demographics

The total population of the North London area is now estimated to be more than 1.8 million people living in nearly 775,000 households. In the last year there has been both an increase in the number of people living in north London and number of households, as shown in Table 1.

	2010/11	2011/12	2012/13
Population	1,699,175	1,743,900	1,867,864
Number of dwellings	759,271	766,313	773,926

Table 1: North London population changes

The population of the north London area is currently growing at a rate of **7% per annum** and the dwelling stock is increasing by 1% per annum. Originally, the North London Joint Waste Strategy predicted that the increase in the number of people and households throughout the years would indicate that the amount of waste generated would continue to grow. However, despite the increase in population and dwelling stock, over the last few years, the amount of waste produced has decreased. It is unclear why the amount of waste produced is declining and it cannot be predicted that the decrease will continue indefinitely. Therefore, implementation of a strong waste prevention programme in the area is still essential in the years to come.

The population of north London is **highly diverse**, with many different nationalities, cultures and communities represented. Black, Asian and minority ethnic residents represent over 30% of residents of North London, and there are more than 200 languages in regular use. Additionally, North London has substantial areas of transient population and a relatively young demography. Camden and Islington in particular, contain relatively large populations of people aged between 20 and 30 who are considered to be more transient than other groups. Population turnover in Camden for example is c30%,

All the above characteristics create a considerable challenge in terms of ensuring interaction between NLWA and residents through education and awareness raising activities and effective dissemination of effective waste prevention messages.

1.3 Waste generation in north London

When originally drafted, the North London Joint Waste Strategy (NLJWS) estimated that the growth rate for municipal waste would be 3% per annum until 2010, and that waste volumes would then increase by 2.5% per annum thereafter. Sensitivity modelling in the strategy also showed the impact of lower rates of growth of 0.5%, 1% and 2% throughout the strategy duration (2004 – 2020). The eight Partners have subsequently agreed that the future waste growth assumptions should be reduced to **0.5% per annum**. These reductions in the rate of waste growth compared to that which was originally envisaged reflect a lower than anticipated new housing build programme as well as general economic conditions, developments in the waste sector, such as the impact of the landfill tax and producer responsibility initiatives combined with the success of waste minimisation interventions on a local level. However, the relationship between each of these contributory factors and the amounts of waste arising is very difficult to establish. Waste projection modelling is continuously updated in the light of ‘actual’ waste arisings.

The amount of municipal waste collected in the north London area over recent years is shown in Table 2.

	2008/09	2009/10	2010/11	2011/12	2012/13
Tonnes of municipal waste collected	905,778	883,931	878,817	845,765	822,384
Tonnes of household waste collected	680,444	656,915	678,270	680,330	669,627

Table 2: Amounts of local authority collected waste in north London

Because of recent declines in waste arisings the waste projections have also been re-based to reflect lower than anticipated arisings in 2014 compared to the originally anticipated amounts. The Partners are still predicting that waste will grow in north London over forthcoming years, but from a lower ‘starting point’ in 2014 than originally envisaged and at a lower growth rate than at first expected, although the growth rates are still within the sensitivity levels included in the NLJWS, i.e. 0.5% per annum. The Partners are forecasting waste growth only in relation to increasing numbers of households and not as a result of increases in the amount of waste being generated per household.

In 2012-13, of the total waste collected 219,439 tonnes was sent for re-use, recycling and composting making an overall recycling and composting rate of **26%** of the local authority collected waste stream. This is an increase of 2% from the previous year.

During 2012-13, 669,627 tonnes of waste was collected from households. Of this, 211,140 tonnes was sent for re-use, recycling and composting. This represents **32%** of the household waste stream and is an increase in the rate of nearly 2% from the previous year.

The environmental performance of the Partner Authorities continues to improve. Less local authority collected waste is being collected, an increasing proportion is re-used and recycled and greenhouse gas emissions to the atmosphere that are caused by waste management are falling.

The composition of the municipal waste stream is important in determining the materials that can be targeted via the North London Waste Prevention Plan. The most recent compositional analysis was conducted in October 2010 and showed the following results:

Key

- Glass (10.4%)
- Paper (19.1%)
- Metal (3.3%)
- Dense plastic (8.1%)
- Film plastic (5.3%)
- Textiles (2.8%)
- Organics (32.3%)
- WEEE (0.4%)
- Other combustibles (6.2%)
- Miscellaneous (12.2%)

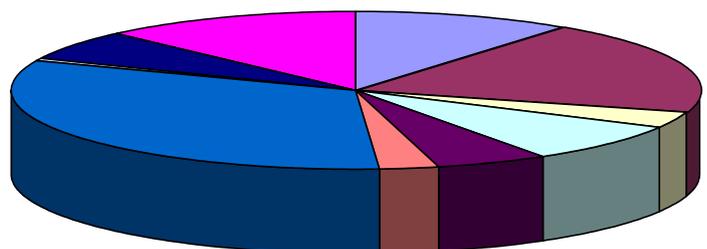


Figure 1: North London waste composition

Figure 1 demonstrates that **organic waste** is the largest component from north London households, followed by **paper, glass and plastics** (dense and film).

2. The case for waste prevention in north London

2.1 Definition of waste prevention

Article 24 of the Waste Framework Directive (2008/98/EC) defines waste as '**an object the holder discards, intends to discard or is required to discard**'. Within this definition, the EU has developed end-of-waste criteria for the production and use of a product from a specific waste stream, which specify when waste ceases to be waste.

According to the Waste Framework Directive:

'prevention' means measures taken before a substance, material or product has become waste, that reduce:

(a) the **quantity** of waste, including through the re-use of products or the extension of the life span of products;

(b) the **adverse impacts** of the generated waste on the environment and human health;

(c) the content of **harmful substances** in materials and products.

're-use' means any operation by which products or components that are not waste are used again for the same purpose for which they were conceived.

2.2 Importance of waste prevention

Although the contribution of waste management to the global greenhouse gas emissions is relatively minor and is estimated at approximately 3 to 5 per cent of the total anthropogenic emissions³, the waste management sector still has an important role to play. This is due to the fact that waste management approaches can result in **avoided emissions** across many sectors of the economy and can, for example, make a positive contribution to reducing the emissions from the energy, forestry, mining, transport, services and manufacturing sectors.

It is anticipated that waste prevention will play a significant role in decoupling waste generation from economic growth, a key objective of the revised EU Waste Framework Directive and the Government's 2011 Review of Waste Policy in

³ UNEP (2010) Waste and climate change: Global trends and strategic framework.

England. Recent EUROSTAT⁴ figures demonstrate that decoupling the use of resources from the rate of economic growth has only been achieved to a very limited extent and absolute decoupling is not occurring. The European Environment Agency⁵ indicated that there is **no sign of decoupling** the total waste generation from economic growth in Europe, which remains to be achieved for the EU as a whole, or at least has yet to be conclusively proved.

Additionally, modelling exercises commissioned by the Institute for European Environmental Policy⁶ concluded that there will be increases in the generation of municipal waste until 2016, at which time it is expected to plateau until 2030, but not decline. As a consequence, waste prevention efforts undertaken to date have not been adequate to achieve a significant overall reduction in the volumes of waste generated.

Across Europe growing amounts of waste have resulted in waste management objectives being hard to achieve and goals associated with improving waste management and reducing environmental impact being more challenging to deliver. This suggests that waste prevention could play an important role in preserving resources, and **policy instruments** need to be introduced to affect households in the direction of less waste-intensive behaviour.

Defra (2013)⁷ notes that the global environment is changing at an unprecedented rate and that within decades we are likely to face significant pressures on energy, resources and the natural environment. The Waste Prevention Programme for England shows that the UK uses approximately **470 million tonnes** (Mt) of material resources annually, with over 250Mt of resources becoming waste each year. Although around half of this waste is recovered for recycling, this still results in the loss of large quantities of valuable materials. Resources extracted from the earth for production and consumption currently follow a traditional **linear model** with limited intent to reuse or regenerate the natural systems from which resources have been taken. As an alternative, a circular economy model is proposed in which

⁴ EUROSTAT (2011) Generation and treatment of municipal waste

⁵ EEA (2010) The European environment- state and outlook 2010: synthesis

⁶ IEEP (2010) Preparing for the review of the Thematic Strategy on the prevention and recycling of waste

⁷ Defra (2013) The Waste Prevention Programme for England. Prevention is better than cure: The role of waste prevention in moving to a more resource efficient economy

resources are in use for as long as possible, maximum value is extracted whilst in use and then recovery and regeneration of materials can be introduced which will create opportunities for growth.

Preventing waste from occurring delivers the best **environmental** (reduction in carbon emissions and use of hazardous materials), **economic** (reduced waste management costs, reduction in costs from wasted food) and **societal** (increased jobs and training) outcome, and is key to moving towards a more sustainable economy; various reasons exist that make waste prevention⁵ being integral to any waste strategy.

However, achieving the objectives at the top of the waste hierarchy is not easy. There are a number of **barriers** to waste prevention for household waste in the UK, which impact on both householders' values, as well as time and convenience. Barriers include behavioural barriers such as householders' underestimation of the long-term benefits of waste prevention as well as financial barriers e.g. where initial investment is required before benefits can be realised.

Waste prevention includes many different activities, from designing products so they last longer, are easily repaired and use fewer or less hazardous resources, to ensuring services are available so that unwanted items get a second life through re-use. Additionally, waste prevention is a very **personal behaviour**, which is performed in the privacy of our own home, and is personal as it is driven by deeply held beliefs and attitudes rather than social norms⁸.

Apart from the social norms barrier, research shows that there are many considerations that should be taken into account when trying to examine barriers to participation in waste prevention initiatives such as **lack of motivation** and interest, **weak 'know-how' skills** and **sense of powerlessness**. These barriers will provide a useful indication when considering actions needed to engage the public in waste prevention initiatives.

⁸ WRAP (2009). Introduction to behavioural change

3. Policy and statutory drivers

3.1 The Waste Framework Directive

The **Waste Framework Directive** was first established in 1975 and it forms the basis of the EU waste policy and a legal framework of all EU waste legislation. The Directive was revised in November 2008 and consequently a modernised approach was achieved according to which waste was seen as a valuable resource.

The focus of the Directive was the prevention of waste and new targets were set to help the EU become more resource efficient. The Directive includes targets for EU Member States (MSs) to recycle 50 per cent of their municipal waste and 70 per cent of construction waste by 2020. Article 28 of the Directive calls EU MSs to devise waste management plans and provide infrastructure in line with the waste hierarchy whilst Article 29 calls for the creation of waste management programmes aiming to decouple waste from economic growth.

The Directive introduces a five-step **waste hierarchy** where prevention is the best option, followed by preparing for re-use, recycling and other forms of recovery. Disposal is the least preferred option, as described in Figure 2.



Figure 2: The waste hierarchy⁹

⁹ Waste Framework Directive (2008/98/EC), Article 3

The Waste Hierarchy must underpin by law any changes to policy and planning to ensure that adequate type of services are delivered to residents and that waste is managed according to the hierarchy.

3.2 The revised Waste Strategy for England

Waste prevention encompasses a range of policy options and plays a key role in sustainable waste management and is seen as a beneficial waste management option. The revised Waste Strategy for England¹⁰ suggests that

*‘we need to take an integrated approach to waste prevention, re-use and recycling – absolute prevention of waste is in many areas unrealistic, but we can **prioritise prevention** while seeking to re-use and recycle as much as possible of the waste which does arise’.*

3.3 Legislation and policy drivers on a European level

The aim of the **EU legislation** is to move our approach to waste management up the waste hierarchy towards ‘prevention’ and a summary of the relevant legislation with specific references to waste prevention is described in Table 1.

Legislation	Reference to waste prevention
Waste Framework Directive (2008/98/EC)	Places prevention at the top of the waste hierarchy. Waste Prevention targets: <ul style="list-style-type: none"> - EU support to change consumption patterns by the end of 2011; - Waste prevention and decoupling objectives to be set by the end of 2014; - MSs to establish national waste prevention programmes by 12 December 2013; - Assessment of existing MS waste prevention programmes, by 12 December 2014.
Batteries Directive (2006/66/EC)	Prohibits the placing on the market of batteries and accumulators containing more than 0.0005% of mercury or more than 0.002% of cadmium); Prohibits the disposal in landfills or by incineration of waste industrial and automotive batteries and accumulators; Measures taken to promote waste prevention should be reported.
End-of-Life Vehicles (ELVs) Directive (2000/53/EC)	Waste Prevention refers to measures that need to be taken to reduce the quantity and harmfulness of ELVs, their materials and substances; Most preferred option is waste prevention with reuse, recycling and recovery as least preferred options; Reduction/limitation of hazardous substances in vehicles is a requirement. Requires MSs to increase the amount of recycled material in vehicles and facilitate dismantling, reuse, recovery and recycling at the dismantling stage. By 1 January 2006, 85% by weight of all ELVs should be reused and recovered and at least 80% reused and recycled.

¹⁰ Defra (2011), Government Review of Waste Policy in England 2011

	By 1 January 2015, the equivalent figures should be at least 95% and 85%. Use of heavy metals should be restricted.
Mining Waste Directive (2006/21/EC)	Operators are required to produce a waste management plan.
Packaging Directive (1994/62/EC)	Waste Prevention refers to the reduction of the quantity and harmfulness of materials and substances in packaging and packaging waste; <ul style="list-style-type: none"> - Prevention is identified as a first priority; - Requires MSs to develop national programmes and producer responsibility projects; - Packaging on new products should adhere to specific standards; - Development of indicators and plans and reduction of heavy metals and hazardous substances at the packaging stage.
WEEE Directive (2002/96/EC)	Waste Prevention refers to measures to reduce the quantity and harmfulness of WEEE and materials and substances contained therein. <ul style="list-style-type: none"> - Most preferred option is waste prevention followed by reuse, recycling and recovery.
RoHS Directive (2002/95/EC)	<ul style="list-style-type: none"> - Requires MSs to ensure that from 1 July 2006 certain heavy metals should be excluded; - Certain hazardous substances can be prohibited.
REACH Regulation (1907/2006)	Aims to ensure protection of human health and the environment; working towards achieving sustainable development; ensuring that by 2020 chemicals are produced and used in ways that minimise significant adverse effects on human health and the environment. <ul style="list-style-type: none"> - Identification of hazardous properties of substances and recommendations about risk management measures through the supply chain. - Substances that cause an unacceptable risk to human health or to the environment should be substituted. - Substances that put human health and environmental protection at risk should be restricted. - Toxic and other harmful substances should be identified.
Regulation on ozone depleting substances (1005/2009)	Restrictions are laid down on the manufacture, placing on the market and use of certain dangerous substances. It involves regulations about import, export, placing on the market, use, recovery, recycling, reclamation and destruction of substances that deplete the ozone layer. Outlines reporting requirements.
Eco design of energy-related products Directive (2009/125/EC)	Aims to improve the overall environmental performance of energy-using and other energy-related product however specific targets have not been set. Instead, processes are outlined and criteria are set with regards to specific features products should have before they are put on the market. Eco design characteristics are defined, to include raw material selection and use; manufacturing; packaging, transport, and distribution; installation and maintenance; use; and end-of-life.

Table 3: Waste Prevention in EU Legislation

Table 3 shows that legislation is a **key instrument** in favouring waste prevention and demonstrates how waste prevention has also been incorporated into legislation on specific waste streams.

3.3.1 Life Cycle Thinking

The Waste Framework Directive additionally introduced the concept of **Life Cycle Thinking** (LCT). LCT aims to provide a broader overview of all the environmental aspects of a product and ensuring that the overall benefits and impact are taken into account as well as compatibility with other environmental initiatives. A key part of LCT is **Life Cycle Assessment** (LCA), which

‘is the process of quantitatively evaluating the environmental impacts of a product over its entire life period’

The lifecycle perspective ensures that any emerging policies or interventions do not simply shift the environmental burden to another life cycle stage, but assess the impact from raw material acquisition through production, use and disposal. For instance, recent research¹¹ on **textiles** indicated that the largest waste footprint reductions are achieved by **extending product lifetime**, which indicates that major environmental gains can be achieved by promoting textile re-use as the best environmental option. The process is illustrated in Figure 3.



Figure 3: Life Cycle Thinking

¹¹ WRAP (2012) A waste footprint assessment for UK clothing

LCT and LCA have been useful in assessing solutions and identifying best available waste management options. Both LCT and LCA can help waste managers understand the benefits and trade-offs of different waste management strategies. Although LCT and LCA cannot replace a decision-making process, they can assist in that decision making and ensure that the environmental impacts of product production, use and disposal are taken into account when making decisions.

Extended Producer Responsibility is a strategy based on the 'polluter pays' principle that encourages producers to consider the entire lifecycle of their product and its environmental impact resulting throughout that product life.

3.3.2 Thematic Strategy on Waste Prevention and Recycling (2011)

The **Thematic Strategy on Waste Prevention and Recycling** features as part of the 6th Environmental Action Programme and includes recommendations on new initiatives in support of economic instruments for the implementation of the waste hierarchy. It sets a long term goal for the EU to become a recycling society and use waste as a resource. Waste prevention was identified as a priority action in the Thematic Strategy on Waste Prevention and Recycling and it took a leading role in the revision of the Waste Framework Directive alongside development of legislation for the limitation of hazardous substances and promotion of sustainable consumption and production initiatives.

3.3.3 The Sixth Environmental Action Programme (2002-2012)

Since the early 70s the Environmental Action Programmes have guided the development of environmental policy in Europe. The **Sixth Environmental Action Programme** ensures that legislation is in place to tackle environmental issues. One of the key environmental objectives that was highlighted in the Sixth Environmental Action Programme was to decouple resource use from economic growth. Re-use also featured as an area of action as well as reduction in the levels of the hazardousness of specific waste streams. The Seventh Environmental Action Programme is currently in preparation and considers for its development strategic initiatives such as the Resource Efficiency Roadmap which is described below.

3.3.4 Resource Efficiency Roadmap (2011)

The **Resource Efficiency Roadmap** is a flagship initiative of the Europe 2020 Strategy which called for a roadmap *"to define medium and long term objectives and means needed for achieving them"*. The Roadmap identifies initiatives and policy achievements towards a low carbon economy and a sustainable and inclusive growth. It considers developments under the 2005 Thematic Strategy on the Sustainable Use of Natural Resources and the EU's Sustainable Consumption and Production Action Plan. Particularly with regards to waste prevention it sets a target to reduce generation of waste in absolute terms and achieve maximum level of re-use and recycling.

3.3.5 Sustainable Development Strategy

A revision of the EU **Sustainable Development Strategy** led to a renewed version which highlights the need to reduce emissions and promote a low carbon economy. Targets include avoidance of waste and waste reduction in an effort to preserve natural resources.

3.3.6 Sustainable Consumption and Production Action Plan (2008)

In 2008 the EC adopted an action plan to promote **Sustainable Consumption and Production** through better purchasing and better production techniques. Environmental benchmarking and labelling also feature as means to supporting sustainable development as well as development of eco-products and more choice to the consumer.

3.3.7 Conclusions

Following the policy and legislative review, a number of conclusions can be made. Achieving **decoupling of waste generation from economic growth** is of primary importance for the EU as outlined in EU policies and legislation. Waste prevention appears in high level EU policy and legislative documents and LCAs position waste prevention solutions higher up the policy agenda.

3.4 National and Regional Drivers

As the environmental impact of waste has increased in line with rising waste volumes and the level of impact has been realised, a raft of national and regional

guidance has been issued indicating how waste should be managed in a more sustainable way. The **summary of the policies** that underline the case for waste prevention on a national and regional level, are identified in Table 4, whilst the **strategic processes** that have been considered on a local level are described in more detail in Section 3.5.

National Level	
Waste Prevention Programme for England	The Waste Prevention Programme for England sets out the Government's view on how to reduce the amount of waste produced and presents the key roles and actions which would be taken in our transition towards a more resource-efficient economy. The aim of the programme is to improve the environment and protect human health by supporting a resource efficient economy, reducing the quantity and impact of waste produced whilst promoting sustainable use of resources.
Waste Review 2011	The Government Review of Waste Policy in England 2011 (the Waste Review) was published on the 14th June 2011. The Waste Review sets out the framework for achieving a 'zero waste' economy, and includes a number of actions which aim to ensure waste is managed in line with the waste hierarchy, with waste prevention a priority. Food waste is identified as a priority waste stream and the Government's long-term objectives are to reduce the amount of food wasted, whilst recognising that any food waste generated should be seen as a valuable resource and not sent to landfill.
Waste Strategy for England 2007	The Waste Strategy for England 2007 sets out the framework for waste management in England, including recycling targets, incentives and actions to stimulate infrastructure investment. While the Waste Strategy for England 2007 sets 'reduction' targets, these are based on reducing the amount of residual waste and do not consider wastes that are recycled or composted. As such, these targets do not focus on the total amount of waste arising and may effectively provide further incentive to increase recycling and centralised composting without necessarily promoting actions to reduce the generation of waste in the first place.
Packaging Waste Regulations 1997	The UK's transposition legislation originally came into force in 1997, and has been subsequently subject to a number of amendments and consolidation. It states that a shared producer responsibility approach is applied between the manufacturing and retail industries.
Essential Packaging Requirements 1998	The UK's 'Packaging (Essential Requirements) Regulations' implemented articles on the essential requirements and regulated metals concentration limits in the EU Packaging Directive. It states that packaging weight and volume must be reduced to the minimum necessary for safety, hygiene and consumer acceptance of the packaged product.
The Waste Minimisation Act 1998	The Waste Minimisation Act 1998 is a key driver for waste prevention at the National level. It allows a local authority to " <i>do, or arrange for the doing of, ... anything which in its opinion is necessary or expedient for the purpose of minimising the quantities of controlled waste, or controlled waste of any description, generated in its area</i> " (Defra, 2001). The intention behind the Act was to clear up any legislative uncertainty about whether councils could actually carry out initiatives to reduce the amount of waste (as opposed to recycling it).
Landfill Tax	Landfill Tax is a tax payable for each tonne of waste sent to landfill and was introduced by the Government in 1996 to encourage diversion of waste away from landfill towards more sustainable management options such as prevention, recycling and composting. There are two rates of tax; a lower rate for solid inert waste and a higher rate all other wastes. The tax in the 2013/14 tax year was £72 per tonne and it is set to rise to £80 per tonne by 2014.
Regional Requirements	
The Mayor's Municipal Waste Strategy	The Mayor's Municipal Waste Strategy was published in November 2011 and is entitled 'London's Wasted Resource'. The Strategy sets out the Mayor's policies and proposals for reducing the amount of municipal waste produced, increasing the amount of waste reused, recycled or composted, and generating low carbon energy from waste remaining.
The London Plan	The 'London Plan- Spatial Development Strategy for Greater London' was developed in 2004 and sets out policies to accommodate the expected growth of the city in a sustainable way through a framework which considers social, economic and environmental impacts. Policy section 4 of the London Plan relates specifically to waste management including issues surrounding spatial planning and site selection. Policy 4 also discusses the development of partnerships between the London Mayor, government, boroughs, statutory waste disposal authorities and operators to minimise waste generation.

Table 4: National and Regional Policy Drivers

3.5 Local drivers and strategic processes

On a local level the following processes and strategies have been considered for the development of this plan:

3.5.1 North London Joint Waste Strategy (NLJWS)

The NLJWS provides the strategic framework for municipal waste management in North London for the period 2004 – 2020 and sets out the targets for reducing, reusing and recovering a greater proportion of the municipal waste which is generated in the NLWA area and for reducing the amount which is sent for disposal to landfill.

Implementing the strategy involves working in partnership with local authorities and local communities, to provide the services and facilities required to make the improvements we need at the most efficient scale of operation and finance. This involves action and investment in waste minimisation, recycling and composting and recovering energy from waste.

Furthermore, the NLJWS set out how NLWA, in partnership with the seven constituent boroughs, is going to manage waste up until 2020.

The aim for north London is to achieve:

- A 50% recycling and composting rate by 2020, and
- No more than 35% of our 1995 arisings to be sent to landfill by 2020.

The NLJWS lists 12 actions that are related to waste avoidance, waste reduction, waste re-use and home composting, which form the top half of the waste hierarchy. These actions (as detailed in the NLJWS) are set out in Table 5.

Area	Action
Waste Prevention	4.A The Partner Authorities are gravely concerned about the year-on-year growth in waste and would urge greater action from Government to minimise waste and will lobby Government to achieve this.
Waste Avoidance	4.A2 The North London Partner Authorities will actively support Business Networks encouraging demonstrably effective waste prevention and minimisation amongst local businesses.
	4.A3 The North London Partner Authorities will seek external funding or regional support to develop a packaging waste prevention campaign with local manufacturing companies.
Waste Reduction	4.B1 The Partner Authorities will seek external funding to run waste prevention public awareness campaigns across North London throughout the period of this Strategy.
	4.B2 The Partner Authorities will share good practice on waste prevention activities and will have regard to the effects on waste arising when introducing new waste services.
	4.B3 The Partner Authorities support a move to a tonnage-based levy system provided the transitional financial impact on Partner Authorities is minimised. [Please note that since the publication of the original North London Joint Waste Strategy this has now happened, as noted above.]
	4.B4 The Partner Authorities will consider the opportunities presented by offering incentives and rebates to residents for reducing waste and will review the need for direct and differential charging for waste during the implementation of this Strategy.
Waste Reuse	4.C1 The Partner Authorities will continue to actively support the development of best practice in waste reuse and will encourage the development of community sector and other partnerships to deliver effective reuse services.
	4.C2 The Partner Authorities will continue to support bids for external funding of reuse services and will seek to develop a means of rewarding effective reuse services directly through a reuse “credit”, to reflect the avoided or deferred cost of disposal.
Home Composting	4.D1 The Partner Authorities will provide a concerted and on-going promotional campaign to encourage home composting throughout the period of this Strategy, offering residents purpose-built bins at subsidised rates and providing support to residents wishing to compost at home.
	4.D2 The Partner Authorities will aim to ensure that 25% of all residents with gardens compost at home by 2014 to divert approximately 40,000 tonnes from the waste stream.
Community Composting	4.E The Partner Authorities will actively support appropriate community compost projects in North London, particularly where these contribute to statutory compost targets, through patronage of bids for external funding, direct support and through payment of third party recycling credits.

Table 5: NLJWS waste prevention related targets

3.5.2 NLWA strategic priorities

The NLJWS provides the strategic framework and vision for municipal waste management in north London for the period 2004 to 2020. In 2001 the north London partner authorities (the NLWA and the London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest) agreed the following joint aims and objectives, which are outlined in the NLJWS:

Aims

- To promote and implement sustainable municipal wastes management policies in north London;
- To minimise the overall environmental impacts of wastes management;
- To engage residents, community groups, local business and any other interested parties in the development and implementation of the above policies; and
- To provide customer-focused, best value services.

Objectives

- To minimise the amount of municipal wastes arising;
- To maximise recycling and composting rates;
- To reduce greenhouse gases by disposing of less organic waste in landfill sites;
- To co-ordinate and continuously improve municipal wastes minimisation and management policies in North London;
- To manage municipal wastes in the most environmentally benign and economically efficient ways possible through the provision and co-ordination of appropriate wastes management facilities and services;
- To ensure that services and information are fully accessible to all members of the community;
- To maximise all opportunities for local regeneration; and
- To ensure an equitable distribution of costs, so that those who produce or manage the waste pay for it.

Implementing the strategy involves working in partnership with local authorities and local communities, to provide the services and facilities required to make the improvements we need at the most efficient scale of operation and finance. This involves action and investment in waste minimisation, recycling and composting and recovering energy from waste too.

Implementing the strategy

At the 'top' of the waste hierarchy the NLJWS lists 12 actions on waste avoidance, waste reduction, waste re-use and home composting. These actions (as detailed in the NLJWS) are set out in table 5 above and are implemented through the 2-yearly Waste Prevention Plan.

In the 'middle' of the waste hierarchy the target is to achieve a 50% household recycling rate by 2020. The partners are working together to increase recycling and composting by offering access to recycling and composting through 'kerbside' collection services and by collecting recyclable and compostable material at household waste recycling centres and on-street recycling banks.

Near the 'bottom' of the waste hierarchy the waste recovery strategy is based on continued use of NLWA's existing Edmonton energy-from-waste incineration plant at Edmonton. A longer term strategy will explore bringing additional benefits to local people through a new energy recovery solution to take over from the existing facility, which will continue to provide electricity for the national grid and which could also provide the potential to supply heat for local homes and businesses. A long-term energy recovery solution would have additional benefits in relation to the aspirations of local authorities in the Upper Lee Valley for a decentralised energy network in the area, by providing the opportunity for heat to be made available to local homes and businesses. This approach also means that the Authority is getting the best value it can from its long-standing and reliable energy-from-waste facility at Edmonton.

The disposal solution involves reducing the amount of waste sent to landfill to 35% of 1995 amounts by 2020, through waste reduction and by implementing the other actions in the NLJWS for re-use, recycling, composting and for energy (and heat) production.

3.5.3 North London Waste Plan

The North London Waste Plan (NLWP) is a spatial planning document prepared by the London Boroughs of Barnet, Camden, Enfield, Haringey, Hackney, Islington

and Waltham Forest in their capacities as local planning authorities, and is completely separate from the North London Waste Authority and the NLJWS. The North London Waste Plan will set out the planning framework for waste management in the London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest for the next 13 years up to 2027. It will identify sites for waste management use and set out policies for determining waste planning applications.

The North London Waste Plan was submitted for an independent examination by a planning inspector in February 2012. However, the Inspector issued a paper setting out his conclusions that the North London Councils had not fulfilled a new legal requirement – “the Duty to Co-operate” with neighbouring authorities when preparing the plan. The Boroughs agreed to start work on a new waste plan in order to be able to meet the duty to co-operate and have been in touch with everyone who sent in representations on the old plan.

The information gathered in producing the original plan will be used as the basis for the new version, while taking into account the comments made by the planning inspector. It is expected that the new plan will be produced in 2016.

3.5.4 Inter Authority Agreement (IAA)

The Inter Authority Agreement (IAA), which is currently in development, will provide the strategic link between the north London authorities in the development and delivery of the authorities’ joint waste strategy, the NLJWS. The IAA is a legally binding document which defines the aims, objectives, roles and respective responsibilities of the authorities in delivering best value, legislative targets and the aims of joint working. The IAA also establishes a framework to manage the process of joint working and collaboration, and in the procurement of the contractual arrangements to be entered into between NLWA and a contractor or contractors in order to deliver the NLJWS objectives. The IAA additionally confirms that the authorities will follow the waste hierarchy in implementing policies to prevent or reduce the amount of municipal waste arising as outlined in the NLJWS.

An IAA assists in:

- governing the relationship between the constituent collection authorities and the waste disposal authority;
- clarifying the statutory position;
- confirming the position on funding (including menu pricing);
- allowing a strategic north London wide approach;

- sharing risk appropriately;
- providing greater certainty in relation to their respective obligations;
- incentivising recycling through charging arrangements;

The detail is currently being worked on with an expectation that the IAA is going to be signed in 2014/15.

4. Planning a waste prevention programme for north London

4.1 Aim of the North London Waste Prevention Plan

The aim of the North London Waste Prevention Plan is to **reduce municipal waste arisings in north London, promote resource efficiency and improve the local environment through a comprehensive and sustainable programme of waste prevention activities.**

The North London Waste Prevention Plan (referred to as the Plan thereafter) is the practical interpretation of the NLJWS objectives “to minimise the amount of municipal wastes arising” and “to co-ordinate and continuously improve municipal wastes minimisation (and management) policies in North London”.

It is estimated that through the two-year waste prevention programme, nearly **20,000 tonnes** of waste will be diverted from disposal, representing 1.2% of the current year’s waste arisings.

The Plan sets out a series of specific actions required to deliver the strategic objectives for waste prevention, which are within the North London Joint Waste Strategy. The focus of the Plan is on municipal waste, of which the majority is household waste, the remainder being waste from commercial sources, but collected by the boroughs.

4.2 Situational analysis

Assessment of the current programme and **previously implemented activities** was crucial for the development of the Plan, in order to identify any shortfalls in present and planned activity and identify opportunities for improvement¹². Analysis of the current status of waste prevention initiatives in north London **created baselines, identified future objectives** and **involved critical review of existing data** showing waste generation across north London and exploration of the opportunities to reduce its production.

¹² A summary of the 2012/13 waste prevention activity can be viewed at <http://www.wiseuptowaste.org.uk/wise-up-to-waste/waste-less-page>.

When looking into the best options for north London it is important to keep in mind that NLWA is a **single purpose authority** focused on waste and any decisions made by Members of the Authority must demonstrably focus on achieving that purpose. As such, chosen activities will focus on benefits to the Authority with regards to tonnage diversion. There will be instances, however, that in connection with higher value¹³ services commissioned and procured, projects will need to demonstrate economic and social well-being as well as environmental benefits, under the **Public Services Social Value Act (2012)**.

4.3 Development of the Plan

The Plan preparation process was guided by various developments in the waste sector and **consultation with key stakeholders**, namely:

- The results of three independently facilitated stakeholder consultation workshops with:
 - constituent Borough Officers including senior staff;
 - community partners and delivery agencies; and finally
 - Authority Officers.
- Consultation with the Authority Chair;
- Consultation with the Members' Recycling Working Group; and once approved
- Review by all Authority Members at an Authority meeting (February 2014)

The Plan was also developed in the context of **priorities and guidance** set out in:

- The Waste Prevention Programme for England 2013;
- The Government Review of Waste Policy in England 2011; and
- A number of reports produced by the Waste and Resources Action Programme (WRAP), the European Commission and the Association of

¹³ The Act applies to public service contracts and those public services contracts with only an element of goods or works over the EU threshold. This currently stands at £113,057 for central government and £173,934 for other public bodies.

Cities and Regions for Recycling and Sustainable Resource Management (ACR+).

Where possible, financial and resource implications for delivering the Plan have been outlined as well as anticipated benefits of implementing specific waste prevention activities.

4.4 Consultation Workshops

4.4.1 Consultation process

The consultation process in order to frame the new Plan started in July 2013. The planning of the Waste Prevention Plan 2014-16 was a two-stage process of officer and external partner collaboration so that proposals could then be submitted to Members for consideration.

In July and August 2013 three stakeholder consultation workshops were carried out, facilitated with:

- constituent Borough Officers including senior staff;
- community partners and delivery agencies; and finally
- Authority Officers.

4.4.2 Workshop aims and objectives

The aim of the workshops was to assist NLWA in partnership with the seven constituent boroughs to develop the new Plan. The purpose was to:

- review the Waste Prevention Plan 2014-16;
- identify successful projects and what made them successful;
- find areas where NLWA could continue to improve its partnership working;
- reach a consensus about the key priority waste streams for the new programme; and finally
- develop some new priority projects for inclusion.

4.4.3 Discussion of key issues from all three workshops

Successful projects from the previous Waste Prevention Plan (2012-2014) were identified as those which were: innovative; simple to understand and communicate consistently; replicable and measurable and which delivered value for money. NLWA was seen as a good example of an organisation which already uses evidence to identify an issue, explore options to tackle it, pilot the project and then expand it. Projects which also added more intangible social value benefits were also highly valued; there was a consensus that social value should form part of the Authority's future evaluation and reporting.

Three **priority waste streams** emerged with a very high degree of consensus:

- Food waste
- Furniture (and Waste Electrical and Electronic Equipment)
- Textiles (clothing and non-clothing)

The workshops explored ways to improve partnership working with Boroughs and community partners and suggestions were captured and discussed with NLWA Officers in the final workshop. The themes that emerged are as follows:

- **Consistency:** it was noted that messages and services offered by NLWA as part of the Plan need to be consistent across all the boroughs. Providing consistent services provides opportunities for economies of scale and makes communication much simpler and more cost-effective.
- **Commitment:** this should be demonstrated at all levels and with early buy-in, to ensure that all stakeholders are in agreement with priorities, messages and approach.
- **Tailoring:** it was noted that individual messages calling people to action need tailoring for lifestyles, ages, type of house etc. A 'menu style' approach was recommended to maximise local relevance.
- **Measuring and evaluation based on evidence:** this was seen as a strength of the Authority's previous plan. The groups noted that tonnage

diversion is an excellent metric – but it could be accompanied by recording of the more intangible social value elements of projects.

- **Messages:** the workshops concluded that there is still a certain level of confusion between waste prevention and recycling by residents and both are perceived to be the same activity by the public. Following recent research it was proposed that the new Plan should consider adding recycling messages as secondary messages to waste prevention activity when appropriate, without overshadowing the waste prevention message.
- **Duration:** it was discussed whether the timescales of the current long term waste prevention strategy with a two-year work programme sitting below it was in need of review. It was felt that reviewing the detailed work programme and committing resources on a two-year cycle remained appropriate within the context of the longer term strategy and the financial constraints of local authorities.

4.5 Setting priorities

Following the consultation process and situational analysis, particular issues, aspirations and priorities surrounding waste prevention were discussed and principal areas of proposed activity were highlighted as described below.

4.5.1 Priority waste streams

Three priority waste streams emerged with a very high degree of consensus.

Food waste is still one of the largest components of the waste stream from north London households, much of which is 'avoidable'. To reduce the overall generation of household food waste it is proposed that the new Plan is heavily focused on promotion of food waste reduction messages. The NLWA approach will be developed using the '4Es' behavioural change model; enabling people to make a change, encouraging actions, engaging with the community and exemplifying what is being done by others. Food waste prevention also provides all residents with an opportunity to save money by throwing less away so a focus on food waste offers an additional benefit over and above the benefits to the Authority of reducing

the tonnage for composting or disposal. Based on national research¹⁴, which shows that money savings are the main motivator in encouraging consumers to reduce waste, the core message will remain the financial savings of food waste reduction to the consumer.

Furniture re-use is proposed as a second focal area of the new plan due to its high tonnage diversion potential, its recent increase in visibility which can be capitalised upon within a north London context, and consequent opportunity for increasing levels of participation, and the opportunity work in this area provides to complement the development of the London Reuse Network (LRN¹⁵). Work on furniture re-use can divert a significant amount of valuable products from disposal, which is where the NLWA's business case lies, as well as support the social agenda by helping combat joblessness and alleviating poverty. Furthermore, public participation in community exchange events where furniture is exchanged can benefit residents through the direct financial savings achieved by avoiding purchase of more expensive new items. Furniture re-use encourages re-use within the local community, thus helping preserve valuable resources and diverting a significant amount of reusable items from disposal.

Textiles - Apart from its significance in terms of waste diversion, textile re-use can assist in reducing adverse impacts of greenhouse gas emissions, energy demand and resource depletion, and can also assist with job creation and other financial impacts that occur in the supply chain. Textile re-use extends product life and reduces the speed with which textiles become waste, and where re-use displaces the purchase of a new item, it reduces the amount of waste produced. Swishing has been proven to be a powerful tool to promote textile re-use, divert waste from disposal and contribute to positive change in consumer behaviour, whilst recognising the economic value of textiles and promoting direct money-saving benefits to north London residents. The activity also facilitates partnership work

¹⁴ WRAP (2013) Food waste messages for maximum impact – how to engage your residents in prevention and collections

¹⁵ LRN is a not-for-profit social purpose company which was funded by the London Waste and Recycling Board (LWARB), a partnership between the Mayor of London and the London Boroughs, and to date has brought together 31 different re-use organisations across London.

with third sector organisations, who can partner with the NLWA for the delivery of events.

Even though it is proposed that the focus is on the three waste streams listed above, it is proposed that the new waste prevention plan will continue to be complemented by routinely undertaken, **smaller scale initiatives** which will promote reduction of other waste streams such as paper, plastic bags, WEEE and packaging.

4.5.2 Policy priorities

Waste generation is from a historical point of view closely related to economic growth and to decouple waste generation from economic growth, **policy instruments** need to be introduced to steer households towards less waste-intensive behaviour.

Further work at the top of waste hierarchy and emphasis on waste prevention is needed to decouple waste generation from economic growth. This includes a combination of policy measures and active engagement outlined in Section 4.7. Therefore, promotion of **behavioural change messages** on a larger scale is something that NLWA could beneficially continue to undertake. Such work at the top of the waste hierarchy is essential and can be undertaken more cost-effectively on an NLWA-wide basis rather than at the level of individual boroughs.

It is proposed that the Plan includes more **action-oriented activities** encompassing all the above elements and focusing on **informational, educational and promotional initiatives** that can be applied on a local level on the basis that regulatory and legislative strategies are occurring on a national level.

4.5.3 Roles and responsibilities

As signatories to the NLJWS and in future to the IAA, NLWA and the seven constituent boroughs all share responsibility for working towards waste prevention goals in north London, but the partners have slightly different roles.

NLWA is a single purpose authority with a responsibility to dispose of waste and recyclable material collected by the seven constituent borough councils. The **seven constituent boroughs**, on the other hand, have responsibility to collect waste and recyclable material from the community, as well as a wide variety of social, environmental, health, economic, infrastructure and regeneration responsibilities.

NLWA will be leading on this Plan, although a number of key stakeholders and partners will participate in all stages, from planning to implementation and reviewing, which are described in Section 6.

The constituent borough councils, as key stakeholders, will be consulted throughout the implementation of the Plan in accordance with the NLJWS objective “*to co-ordinate and continuously improve municipal wastes minimisation (and management) policies in North London*”. The Plan’s commitment to arrange quarterly meetings with constituent borough officers, will assist in fostering further **partnership work** on waste prevention.

4.6 Implementation of initiatives

Table 6 provides detailed information on policy options to include in the programme according to the priority areas discussed and other targeted waste streams.

NLJWS applicable action			Year 1	Year 2	Diversion Target	Cost per tonne diverted
Core waste prevention programme						
4.A	Urge greater action from Government to minimise waste	Continue to submit responses to government consultation processes, promoting the waste hierarchy and waste prevention considerations.	£ -	£ -		
		Maximise the opportunities afforded by attendance at national waste and resource conferences to encourage more action and focus on prevention	£ -	£ -		
		Use of policy instruments such as consultation responses to specifically help tackle packaging waste; develop a packaging guide for residents and continue to highlight the need of reducing packaging waste to retailers.	£ 2,000	£2,000		
4.A2 4.A3	Support Business Networks and encourage waste prevention amongst local businesses	Business Guide: Update written reference material to reflect current programmes and infrastructures and promote the guide to local businesses and business networks via presentations to business networks, e-newsletters and through the '123 Recycle for Free' WEEE recycling scheme.	£1,500	£2,000		
		A five pence mandatory charge for single use carrier bags will be introduced from Autumn 2015 and the programme needs to ensure that both local retailers and residents are prepared for the charge. To support the scheme, a ' smart shopping ' campaign is proposed with promotion of reusable shopping bags, in partnership with the retail sector.	£13,000	£13,000	300	£43
4.B1	Seek external funding to run waste prevention public awareness campaigns	Approach organisations such as WRAP and LWARB and seek funding and support for waste prevention programmes in north London.	£ -	£ -		
4.B2	Share good practice on waste prevention activities	Support the ACR+ "100kg waste reduction" campaign by renewing NLWA's ACR+ membership and taking part in the European Week for Waste Reduction (EWWR) . Ensure that the three priority waste streams targeted by the current programme are included in the EWWR promotional programme in north London. Publicise the north London activities across Europe.	£10,000	£11,000	200	£50
		Work with one school per borough per year to raise awareness of waste prevention amongst pupils and their families. Intensive work with 14 schools, two per constituent borough across the two years of the Plan.	£25,000	£25,000	767	£32

		Promote paper reduction and offer guidance to north London residents about how to opt-out of receiving unwanted direct marketing material.	£10,000	£10,000	170	£60
		Continue to hold quarterly Waste Prevention and Education Officer meetings . The meetings provide a forum for information exchange and best practice sharing around waste prevention and waste education.	£500	£500		
		Waste Prevention Updates: Monthly updates to Authority Members and weekly meeting with the Authority Chair to provide an overview and an update of the waste prevention programme of activities. Production of an end of year activity brochure.	£1,300	£1,300		
		Total	£63,300	£64,800	1,437	£46.25
Priority Waste Streams						
4.B2	Share good practice on waste prevention activities	Continue to support food waste reduction programmes by running an intensive, large scale and high profile food waste reduction campaign. Activity to include face-to-face promotion at events, work with community groups, educational establishments, 'big free lunch' events, work with local businesses and festivals, media and advertising and a north London-wide food waste challenge. Outreach activity with community involvement and production and promotion of a new waste prevention focussed artwork via outdoor, electronic and printed media.	£170,000	£178,400	7,000 ¹⁶	£23.00
4.C1	Support best practice in reuse and encourage partnerships with 3rd sector	Support furniture reuse and complement the development of the London Reuse Network. Potential for delivery of community exchange events, continue engaging with housing association providers and local reuse organisations for the development of agreements and investigate potential for re-use agreements with non-HA providers, particularly within student halls of residence and care homes. Promote a nationally produced web-based postcode locator (currently under development by WRAP) which will enable north London householders to locate local reuse and repair services. Ensure that the information on local reuse and repair services in north London is as up-to-date as possible at all times.	£38,000	£38,000	630	£55.00
4.B2	Share good practice on waste prevention activities	Work with existing textile reuse organisations and charities to deliver a pan-north London textile reuse campaign. Support repair skills courses and events and run repair workshops across north London. Production and promotion of the north London 'swishing' pack to residents, colleges and Universities and delivery of seven swishing events. Promotion of Furoshiki techniques.	£25,000	£25,000	527	£47.00
		Staff costs for organisation and delivery of the programme. In-house resources have reduced the amount of projects that will be outsourced to external organisations, especially in connection to the food waste reduction programme.	£82,000	£82,000		
		Total	£315,000	£323,400	8,157	£41.67

¹⁶ Estimated through metrics (for more information see section 7)

Re-use Incentives						
4.B4	Offer incentives and rebates to residents for reducing waste	Provide and promote a financial incentive to parents using reusable ' Real Nappies ' on their babies. NLWA to continue to pay £54.15 per child using 'Real Nappies' and support the development of the 'Real Nappies for London' and the cash back scheme by covering administration costs. Review the scheme and level of subsidy to current conditions.	£62,000	£62,000	500	Cost neutral
Total			£62,000	£62,000		
Externally Funded Initiatives						
	Other Activity	WEEE Reuse and Recycling: budget and delivery of the activities will be provided by the contractor (DHL). One member of staff will be provided by the contractor to deliver outreach activity and promotion of the scheme to north London residents. The programme will focus on repair services and investment on reuse. Promotion of WEEE collections via community outreach activities and educational programmes.	25,000	tbc		
Grand Total for waste prevention initiatives			£465,300	£450,200	10,094	£44

Table 6: Actions and anticipated benefits

Programme headline figures

Total cost of the waste prevention programme: £440,300

Potential diversion through activities: 10,000 tonnes/year

Average cost: £44/tonne diverted

5. Programme timetable

5.1 Timeline

As noted above, minimising the amount of municipal wastes arisings is a fundamental objective of the North London Waste Prevention Plan. Within this framework, it is important to set **quantitative** and **qualitative goals** and targets with clear timescales to help achieve selected goals. The programme timetable can be viewed below and progress will be reported to Authority Members monthly.

The timetable for 2014-15 is showing the **expected duration** of the different stages and the expected finalisation date of the programme. The programme does not include timings for planning, reporting and reviewing.

Activity	April	May	June	July	August	September	October	November	December	January	February	March
Submit responses to consultations												
Urge greater action												
Packaging/ Smart shopping												
Business guide												
Seek funding												
European Week for Waste Reduction												
Waste prevention and education officer meetings												
Waste Prevention Updates to Members												
Paper reduction campaign												
Education programme with schools												
Food Waste reduction												
Furniture reuse												
Textile reuse												
Real Nappies												
WEEE Activity												

Table 7: Waste Prevention programme timetable for 2014-15

Key

	when opportunities arise
	Period activity takes place

5.2 Timescales

This Plan replaces the North London Waste Prevention Plan, April 2012 to March 2014. The new Plan will be thoroughly **reviewed** and **assessed** after its first year to ensure that aims and objectives are being met and a detailed activity programme will then be devised for **2015-16**.. Following assessment of the Plan's impact and by taking into account any changes in legislation and collection strategies by the constituent boroughs, Members will be asked to consider a new Plan for the period 2016/18.

6. Project partners

It is important to identify major partners to assist with the delivery of the Plan from the outset. International experience suggests that waste prevention activities are most effective when a complementary package of measures is in place and there is **collaboration between public, private and third sector organisations**.

A number of possible partners have been identified, which include local authorities, national bodies, local businesses, the community and voluntary sector, as outlined in Table 8.

Type of Body	Potential partner
Local Authorities	Waste management departments Communications departments Trading Standards Education services and academic institutions Leisure and parks department Library services Economic regeneration departments Housing departments Social services Health services
National and Regional bodies	Waste and Resources Action Programme Greater London Authority Recycle for London Defra Business Improvement Districts
European Bodies	ACR+ Pre-Waste Mini Waste Green Commerce
Voluntary and Community sector	London Community Resource Network London Reuse Network Community Composting Network Real Nappies For London Furniture Reuse Network
Local residents and businesses	Business Improvement Districts Waste Management companies and contractors WEEE Compliance schemes Manufacturers and retailers Local press and media Community groups and individuals

Table 7: Project partners

The table above also includes secondary stakeholders, whose role may not be vital for the development of the activities, but their contribution could be significant, as they could share good practice and provide valuable feedback.

7. Monitoring and Evaluation

Measuring the success of waste prevention activities is a challenging process as at present there is no common set of tools or indicators that can be widely used by local authorities, central funding agencies and other stakeholders to measure the relative and absolute impact of waste prevention initiatives¹⁷. Waste prevention **indicators are in demand**, but widely accepted models do not yet exist, although the Government is committed to be developing a suite of metrics by the end of 2014.

All actions proposed in the Plan are supported by a **cost benefit analysis** and **evaluation methodology**. One of the most commonly used evaluation methods is by estimating the quantity of waste reduced at source. **Estimating the quantity** assumes that there is a constant relation between private consumption and waste generation although the complexity of factors determining waste generation is high¹⁸. Hence, any predicted impact is based on a number of assumptions to assist with the monitoring of the activities. Most of the activities proposed in this Plan will be evaluated on the amount of waste they are estimated to have diverted from disposal rather than any measured amount of waste thus diverted.

Progress in waste prevention can be effectively tracked through '**rates**'. For the purpose of this Plan, diversion rates were used where possible to indicate the portion of a waste stream which is managed through waste prevention as opposed to disposal.

There are instances of monitoring and evaluation that has taken place elsewhere which can also assist with diversion estimates for north London. For example, national research has shown that food waste campaigns of a similar nature and level of investment to that carried in north London in 2012-13 and 2013-14 can decrease the amount of avoidable food waste by 14% and that for every £1 invested, up to £8 can be saved on disposal costs and savings to consumers. Therefore, we can make an assumption with some confidence that considerable savings can be made at a local level by **replicating work carried out elsewhere** and by maintaining the same level of activity and investment to that carried out in the 2012-2014 Waste Prevention Plan.

¹⁷ Defra (2007) Project REDUCE Monitoring and Evaluation: Developing Tools to Measure Waste Prevention, WR0105

¹⁸ ACR+ (2009) Quantitative Benchmarks for Waste Prevention: A Guide for Local and Regional Authorities in Support of the New Waste Framework Directive

In the current Plan, 30% of the proposed activities derived by subjective assessment and 30% by actual recording of tonnages.

If the new Plan is failing to deliver on its tonnage diversion objectives, consideration will be given to improving the performance of existing activities or looking into other alternatives as well as identifying opportunities for further partnership working.

8. Closing remarks

The North London Waste Prevention Plan 2014-16 focuses on implementation of systematic and structured initiatives to encourage consumers to adopt **less wasteful behaviours**. A multi-faceted approach has been proposed which combines a variety of measures linked to waste prevention behaviours. A range of **informational strategies** will be utilised to target each waste stream individually as well as a **range of practical activities** in which residents can actively participate.

A transition towards waste prevention behaviour and an improved use of resources requires an integrated **mix of measures**. On the basis that regulatory and legislative strategies are occurring on a national level, attaining a general level of public awareness of the environmental impact of waste is a vital first step and the proposed informational and public awareness initiatives are set out as the basis of waste prevention policies in north London for the next two years. A number of **promotional strategies** are proposed in the Plan to stimulate the community to take action and to promote behavioural change.

NLWA has considered the advancement of equality in the preparation of the Plan and will have due regard to the need to:

- eliminate discrimination, harassment and victimisation;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it;

in the implementation of each action plan.

The seven constituent boroughs are **vital stakeholders** and a trusted source of information who will play a crucial role to the success of the Plan. The **community sector** and **other local authority departments** have also been identified as critical actors in reducing waste arisings.

Finally, a robust approach to monitoring and evaluation of the effectiveness of the Plan as it is implemented will assist in assessing the effectiveness of the work and help to overcome problems and limitations that may arise.

Report ends