

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

THE MAYOR'S DRAFT MUNICIPAL WASTE MANAGEMENT STRATEGY

REPORT OF:

HEAD OF WASTE STRATEGY AND CONTRACTS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

10th February 2010

SUMMARY OF REPORT:

This report summarises the Mayor's Draft Municipal Waste Management Strategy for London, issued on 18th January 2010 for consultation with the London Assembly and the GLA functional bodies. This version of the strategy is also available for public comment. The report recommends that authority is delegated to the Head of Waste Strategy and Contracts in consultation with the Chair and Vice Chairs to issue a response on the basis of the key points outlined in the report, or alternatively that a draft response is considered in full at an extraordinary Authority meeting in March.

RECOMMENDATIONS

The Authority is recommended to:

- (i) delegate authority to the Head of Waste Strategy and Contracts in consultation with the Chair and Vice Chairs to submit a response to The Mayor's Draft Municipal Waste Management Strategy, January 2010 on the basis on the points made in paragraphs 3.2 and 3.3.
- or
- (ii) instruct officers to draft a full response to the consultation on the Mayor's Draft Municipal Waste Management Strategy to be brought to an extraordinary Authority meeting in March 2010.

**Signed by Head of Waste Strategy
and Contracts**

Date: 1st February 2010

1.0 BACKGROUND TO THE MAYOR'S DRAFT MUNICIPAL WASTE MANAGEMENT STRATEGY

- 1.1 *The Mayor's Draft Municipal Waste Management Strategy – London's Wasted Resource*, was issued on 18th January 2010 by the Mayor of London. This draft is the first consultation, principally for review by the London Assembly and functional bodies. However, the public is also able to comment at this stage and it is recommended that the Authority does so at this early juncture.
- 1.2 The deadline for consultation responses is 15th March 2010.
- 1.3 The full public consultation on the draft Strategy will follow later in the summer with publication of the final strategy anticipated in winter 2010.
- 1.4 The Mayor is required to produce and keep under review a Municipal Waste Management Strategy and in doing so his strategy has to be consistent with the government's Waste Strategy which sets out the government's approach for the UK to achieve the targets in various European directives, such as those set in the 1999 European Landfill Directive. In producing the new municipal waste management strategy for the capital, the Mayor must have regard to existing joint municipal waste strategies, such as that adopted by the Authority and the seven constituent borough partners in February 2009.

2.0 SUMMARY OF THE MAYOR'S DRAFT MUNICIPAL WASTE MANAGEMENT STRATEGY

Key Considerations

- 2.1 In developing the new waste strategy for London, the Mayor has outlined a number of key considerations which influence the strategy. The following factors are listed as reasons which mean that a 'business as usual' approach is no longer viable:
1. The first and 'overriding' consideration is the need to manage London's municipal waste effectively and efficiently.
 2. The second biggest driver for change is the increase in costs due to landfill tax.
- Other factors which are listed include:
3. Growing concerns around energy and climate change
 4. The emergence of new technologies
 5. Changing consumer behaviour
- 2.2 Climate change is listed as a key driver for London's municipal waste management policy, including the need for carbon savings and a reduction in London's energy bill.

The Mayor's Vision for London's Municipal Waste

- 2.3 The Mayor's vision is for London "to become a world leader in municipal waste management". He states that this involves utilising innovative techniques and technologies to minimise the climate change impact of municipal waste and to "full exploit its massive economic value."

The Objectives of the Draft Waste Strategy

2.4 The objectives for the strategy are listed as follows:

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

Targets of the Draft Waste Strategy

2.5 Four targets are listed for the Strategy as follows:

1. To achieve zero municipal waste direct to landfill by 2025.
2. To reduce the amount of household waste produced in 2008/09 from 970kg per household to 790kg per household by 2031. This is equivalent to a 20% reduction per household.
3. To increase London's capacity to reuse or repair municipal waste from approximately 10,000 tonnes each year in 2008 to 40,000 tonnes a year in 2012 and 120,000 tonnes a year in 2031.
4. To recycle or compost at least 45 per cent of municipal waste by 2015, 50 per cent by 2020 and 60 per cent by 2031.

2.6 An additional target will be set for greenhouse gas emissions reductions for municipal waste in the public consultation draft to be issued later this year.

Legislative and Policy Context as outlined in the Draft Strategy

2.7 One chapter of the draft Strategy outlines the legislative and policy context for the Strategy development and the first numbered chapter then outlines the current performance in managing London's municipal waste. These two chapters set the framework for the policies and supporting proposals.

Current Performance on Managing London's Municipal Waste as outlined in the Draft Strategy

2.8 Chapter one of the draft Strategy outlines the current performance on managing London's municipal waste. Of particular note the new draft Strategy points out that neither of London's current 'mass burn' incinerators at Edmonton and Lewisham use the "vast amounts of heat generated, making this an inefficient energy generation process and releasing significant amounts of carbon dioxide". The Strategy goes on to state that:
"The Mayor does not want any further increase in London's mass burn incineration capacity. He believes any further increase will crowd out recycling and provide little incentive for the development of emerging clean technologies".

- 2.9 The draft Strategy notes the neighbouring authorities' increasing reluctance to accept London's waste and the declining landfill capacity available to London, as well as the increasing cost of landfill and the environmental problems that landfill creates. The only two landfill sites within the London boundary at Rainham (Havering) and Beddington Farm (Sutton) are expected to close by 2018 and 2021 respectively according to the draft Strategy.

Assumptions for the Mayor's preferred approach

2.10 In achieving the Mayor's preferred approach, the following assumptions have been made. These are listed in chapter one:

- That "there will be no overall increase in total household waste generated in 2008/09 by 2031". [Despite a 22% increase in households in the same period].
- Waste reuse infrastructure capacity will increase from:
 - 10,000 tonnes/annum in 2008/09 to
 - 120,000 tonnes/annum by 2031
- Diverting waste from landfill will achieve significant greenhouse gas savings resulting in a carbon positive outcome.
- There will be a step change in London's *municipal* waste recycling and composting to achieve:
 - 45% performance by 2015
 - 50% by 2020
 - 60% by 2031

[These targets differ from the national strategy for England which has similar targets for *household* waste but these additionally include reuse. Further officer liaison will take place regarding this difference as outlined in paragraph 3.1 below].

- More waste processing capacity will be needed particularly in the sorting of materials for recycling and for reprocessing, composting and anaerobic digestion.
- There will need to be a significant increase in new waste pre-treatment infrastructure capacity for recycling with the remaining waste turned into fuel for energy generation. It is assumed that pre-treatment capacity will need to increase from 244,000 tonnes per year in 2008/09 to 1.2 million tonnes in 2025.
- There will be a steady increase in the capacity of new energy recovery infrastructure for converting waste into energy, reaching approximately 600,000 tonnes a year by 2025. The Mayor expects new energy recovery capacity to be taken up using advanced conversion technologies such as anaerobic digestion, gasification and pyrolysis.
- With the exception of the Belvedere incinerator, it is assumed there will be no more mass-burn incinerators in London and that the Edmonton incinerator will close in 2020.
- It is also assumed that the Mayor's policies and proposals will put London on the path to achieving zero municipal waste to landfill by 2025.

Policies Included in the Draft Waste Strategy

2.11 The draft Strategy includes six policies with supporting proposals to deliver on the targets and objectives and to deliver the vision for the capital's municipal waste management by 2031. The bulk of the Strategy consultation document is devoted to outlining each of these policies (one chapter per policy) and providing more detail on the supporting proposals which will deliver them.

2.12 These policies are as follows:

1. Informing producers and consumers of the value of reducing, reusing and recycling municipal waste.
2. Setting a greenhouse gas standard for municipal waste management activities and reduce their impact on climate change.
3. Capturing the economic benefits of waste management.
4. Achieving 45% municipal waste recycling or composting performance by 2015, 50% by 2020 and 60% by 2031.
5. Catalysing waste infrastructure, particularly low carbon technologies.
6. Improving Londoners' quality of life.

3.0 IMPLICATIONS OF THE DRAFT STRATEGY FOR THE AUTHORITY

3.1 There are some issues in the draft Strategy on which officers are seeking clarification, but once these are clarified it will be possible to make formal comments.

3.2 At this stage, it is recommended that the following principles and actions are supported by the Authority as they endorse the Authority's approach:

1. The strategy is based upon scenario modelling. The following considerations (which are listed as "criteria and sensitivities" in the document) were taken into account by the GLA in selecting the preferred approach:
 - Achieving a reduction in the amount of municipal waste produced.
 - Achieving high recycling and composting performance.
 - Achieving London waste authorities' LATS requirements.
 - Achieving government targets set for the UK.
 - Noting GLA understanding of current London waste authority contractual requirements for using existing waste facilities.
 - Noting current GLA knowledge of new waste infrastructure London's waste authorities are planning for in the near future.
 - Noting GLA views on the time necessary to plan, procure, build and operate new waste facilities.
 - Noting GLA estimates of costs and benefits of the chosen options.
 - Noting the GLA assessment of the availability and environmental performance of waste management options, including their climate change impact.

These considerations are helpful and it is therefore recommended that the Authority support their use to select the preferred approach.

2. The Strategy includes a strong focus on waste prevention with a household waste reduction target set. This reduction target applies to the totality of household waste rather than to the residual amount not recycled or composted which is the basis for national indicator reporting. Whilst it is recommended that the Authority support the focus on waste prevention, further officer liaison is necessary to establish the benefits of having an additional indicator.
3. The Strategy includes proposals for a food waste reduction campaign and includes a target to increase the number of committed food waste reducers in London by ten percent. This effectively projects out the target set for the current north London Love Food Hate Waste campaign across the whole of London. A focus on food waste is appropriate as it will bring continuity to an existing campaign in north London. Additionally food waste was identified in a 2009 WRAP/north London waste prevention officer workshop as a key area of focus for waste reduction.
4. The Strategy includes ambitious targets for municipal waste reuse. Again these proposals support north London approaches, although it would be useful to see the more detailed modelling which has been used to identify and set the priorities and targets.
5. The Strategy assumes that material which cannot be recycled or composted will be turned into fuel for energy generation. This endorses the Authority's procurement plans regarding fuel and energy.
6. Finally, although no detail is provided at this stage there is additionally a proposal in the Strategy for targets to be set for greenhouse gas emissions reductions. The modelling on which these targets will be based, will use the Environment Agency's WRATE (Waste and Resources Assessment Tool for the Environment). This is a standard life-cycle analysis tool which has been used by the Authority and as such is consistent with the Authority's approach. Early consultation on this matter will be sought.

3.3 Some aspects of the draft Strategy do not directly support the Authority's approach, but none are specifically in direct opposition. It is therefore recommended that the Authority comments accordingly on these:

1. The draft Strategy is based upon a zero percentage increase in household waste in London, over a period when housing growth is anticipated to rise by 22%. The lowest municipal waste growth rate included in sensitivity modelling for the North London Joint Waste Strategy (NLJWS) is 0.5% per annum. There is a risk of procuring facilities that are too small if waste growth rate projections are too low and that further facilities will then be required later and will be more expensive¹.
2. The draft Strategy proposes that the Mayor carries out some evaluation work on recycling collection systems and notes the wide variety of recycling collection systems in London and the confusion this creates for residents. This work will be of interest to both the Authority and the constituent borough councils, particularly in relation to the evaluation methodology used to assess the different systems in place. If

¹ The Authority's response to the *Minor Alteration to the consultation draft Replacement London Plan, Borough-level waste arisings and apportionments, and corrections and clarifications*, included elsewhere on this Authority agenda which uses the same waste growth projections, makes a similar point.

standardisation to aid London-wide communications is being considered then one option might be at least to standardise on colours of containers.

3. The Strategy expresses the Mayor's desire to work with existing incinerator operators (including the incinerator at Edmonton) to explore opportunities for heat use and additionally states that energy-from-waste will have a role in meeting London-wide goals for decentralised energy production in the capital. Whilst the Authority is supportive of the use of waste to generate both energy and heat, Authority officers believe that there is insufficient demand for heat at the present point in time to see the Edmonton site as a good location for a Combined Heat and Power solution and that this is likely to remain the case during the Authority's current procurement cycle. The proposals for a London heat network need development if procuring authorities are to be able to consider relying on them, rather than exporting SRF to secure industrial CHP users elsewhere.
4. The use of food waste for anaerobic digestion is particularly mentioned in relation to energy production. The desire for encouraging food waste reduction on the one hand and then the collection of food waste for power production on the other appear at first slightly at odds. However, as with recycling services, given that there is likely to remain a proportion of food waste for collection, even after reduction efforts have been successfully implemented the support for anaerobic digestion contained in the draft Strategy is welcomed.
5. The draft Strategy notes that the Mayor wants to encourage and support any waste authorities that are prepared to consider owning and operating treatment facilities for municipal waste, such as Materials Reclamation Facilities (MRFs) and anaerobic digestion plants, 'as this would help them retain the revenue from the sale of recyclables and energy, and offset collection costs'. The Strategy also notes that "The Mayor will work with the London Waste and Recycling Board and waste authorities interested in building and operating their own facilities, ideally in partnership with other waste authorities." Officers comment at this stage is that the Authority has recently (2009) secured materials reclamation facility services for processing commingled dry recyclable material delivered by five constituent boroughs and these new contracts include an income share on the sale of the recyclable material. A separate report elsewhere on this Authority agenda outlines the detail. Officers would therefore comment that the Authority's formal response should note that local authority ownership is not the only way for the public sector to secure income from recyclable material.
6. Officers' other concern at this stage is that the focus on greenhouse gas impacts may be such that they have to be followed no matter what the cost. Waste disposal authorities should decide locally the relative importance of issues such as greenhouse gas emissions and cost, and it is waste disposal authority Members who must make the final decisions on contract awards and who are answerable locally. It may be useful for the Mayor to set out his preferred relative weighting of such issues at the public consultation stage when the detail of the greenhouse gas standard becomes available so that the Authority can consider what its view might be.

4.0 RECOMMENDATIONS

4.1 The Authority is recommended to:

(i) delegate authority to the Head of Waste Strategy and Contracts in consultation with the Chair and Vice Chairs to submit a response to The Mayor's Draft Municipal Waste Management Strategy, January 2010 on the basis on the points made in paragraphs 3.2 and 3.3.

or

(ii) instruct officers to draft a full response to the consultation on the Mayor's Draft Municipal Waste Management Strategy to be brought to an extraordinary Authority meeting in March 2010.

5.0 COMMENTS OF THE FINANCIAL ADVISER

5.1 The Financial Adviser has been consulted in the preparation of this report and he has no further comments to add.

6.0 COMMENTS OF THE LEGAL ADVISER

6.1 The Legal Adviser has been consulted in the preparation of this report and has no further comments to add.

Local Government Act 1972 – Access to information

Documents used: The Mayor's Draft Municipal Waste Management Strategy, London's Waste Resource, Mayor of London, January 2010

Rethinking Rubbish in London, The Mayor's Municipal Waste Management Strategy, Mayor London, September 2003

Minor alteration to the consultation draft replacement London Plan, Borough level waste arisings and apportionments, and corrections and clarifications, Mayor of London, December 2009

Contact Officers: Andrew Lappage, Head of Waste Strategy & Contracts
&
Barbara Herridge, Policy and Development Manager

Lee Valley Technopark
Unit 169, Ashley Road
Tottenham
N17 9LN
Tel: 020 8489 5730
Fax: 020 8365 0254
E-mail: post@nlwa.gov.uk

Report Ends