

## **Chapter 7 – Implementation of the Best Option for North London**

~~The best option for North London has been identified as the Procurement Scenario.~~ This chapter describes the collection, disposal, facility, transport and financial implications ~~of the Procurement Scenario~~ that will be considered in implementing this Strategy.

### **Waste Collection Implications**

~~Implementing the Procurement Scenario in North London will involve considerable changes to the current waste collection services and infrastructure.~~ Achieving the increased recycling and composting targets of 40% by 2010, 45% by 2015 and 50% by 2020 will require a significant enhancement to the recycling services currently provided by the Partner Authorities. The amount of household material that is collected for either recycling or composting will need to increase from 85,000 tonnes per year in 2003/04 to 581,000 tonnes per year by 2015 and 699,000 tonnes per year by 2020 and the amount of municipal waste recycled and composted will need to increase too.

### **Bring recycling network**

The “Bring” recycling network will need to be improved continuously, with new sites being introduced to keep pace with the expected increases in households and population identified in Chapter 2. “Bring” sites will provide a supplementary service in areas where doorstep collections are provided and will form the front-line service for properties of multiple occupancy. A minimum of 95% of all properties of multiple occupancy will need to be provided with a “near entry” collection for recycling and composting and participation rates will need to enable a minimum of 65% of the targeted materials to be captured. Existing sites will also need to be secured. The partner authorities and the NLWA will comment as appropriate throughout the development of the North London Waste Plan, in relation to the introduction of “Bring” recycling sites as integral to new residential and commercial developments.

### **Reuse and Recycling Centres**

The existing Reuse and Recycling Centres will have to be improved further to enable a minimum 60% diversion rate from landfill through separation of materials for recycling and composting. The range of materials collected will also need to increase to meet the requirements of new legislation, and also to provide alternative outlets for additional materials as well as provide opportunities for reuse. Separate facilities for hazardous waste and Waste Electrical and Electronic Equipment are already provided on all sites. New Reuse and Recycling Centres may be required to encourage higher capture rates for bulky waste recycling and other materials which are not collected from the doorstep or in “Bring” collection systems.

### **Kerbside collection of dry recyclables and biodegradable wastes**

The modelling conducted by AEA Technology Limited suggests that in order to achieve the 2015 recycling target, a minimum of 95% of households will need to be provided with a doorstep collection service and participation rates increased to enable capture of a minimum of 65% of the materials targeted for collection.

Separate and comprehensive collections of mixed biodegradable waste – green garden waste and kitchen scraps – for composting will be needed from all households. Most of these will be collections directly from the kerbside, but some may be “near entry” bring collection bins for properties of multiple occupancy, and collections of biodegradable waste are likely to be required from other bring sites. The biodegradable waste collected will need to be delivered to “in-vessel” composting facilities provided by the North London Waste Authority for all Partner Authorities.

It is likely that a “three-stream” collection will need to be provided to all North London householders, involving the separate collection of dry recyclables, biodegradable wastes and residual waste. Multi-compartment refuse collection vehicles have been shown elsewhere to enable three-stream collections to occur with the minimum number of vehicles passing each household. The Partner Authorities will need to consider the most efficient means of collecting the three waste streams through sharing of best practice from North London and elsewhere.

The ~~Procurement Scenario~~ modelling assumes that the current mix of recycling collection systems stays the same into the future. However, there is some flexibility for change up to the point where the North London Waste Authority requires contract specifications to be approved for services post-2014; contracts subsequently awarded will be bound by inter-authority agreements to be signed between the eight Partner Authorities to ensure certainty during the North London Waste Authority’s forthcoming procurement process. Each Partner Authority will need to implement its own mixture of either sorting at kerbside or commingled collection of dry recyclables, and notify their decision to the North London Waste Authority so that sufficient bulking facilities and/or MRFs can be provided within the North London area to meet both the Strategy recycling targets and the Landfill Directive targets.

At the highest recycling rates, alternate weekly collections of residual waste and materials for recycling and composting may be appropriate. As recycling and composting rates increase, the residual waste collection will reduce, enabling the North London Boroughs to rationalise their refuse collection services.

The high volumes of material collected for recycling and composting will almost certainly require larger or additional collection boxes, sacks or wheeled bins to be provided to North London residents. The Partner Authorities will need to have regard to the limited storage space in many North London households to provide the most appropriate collection containers for residents.

Regard must also be maintained for the requirements of the various reprocessors, who purchase the recyclable wastes and who then ultimately create the new recycled products.

- 7.A1 The Partner Authorities *will provide door to door recycling and biodegradable waste services in accordance with Implementation Actions 4.H1 and 4.H2. ~~undertake to offer recycling and compost collection services to a minimum of 95% of households and will achieve 65% capture rates of targeted materials by the year 2015.~~*
- 7.A2 Each Partner Authority will notify all other Partners what mixture of kerbside sorting and commingled collection for dry recyclables that it will use for the period of the Strategy no later than September 2005. This will enable the North London Waste Authority to provide sufficient recycling sorting and bulking facilities to enable the recycling and composting targets to be achieved. [Since 2004/05 this action has been replaced by an on-going programme of work to match waste treatment services to waste collection services.]

### **Waste Disposal Implications**

The role of the North London Waste Authority will change during the implementation of this Strategy to increasingly provide the shared waste facilities necessary to enable both the higher recycling and composting targets and the Waste and Emissions Trading Act (2003) targets to be achieved.

The current waste management facilities in the Partners' area are:

- 6 recycling/bulking facilities
- 1 energy-from-waste (EFW) facility
- 3 waste transfer stations that either take waste to the above EFW facility, or to landfill sites outside the Partners' area.

*It is the Partners' preferred strategy that the implementation of the residual waste treatment element of the North London Joint Waste Strategy will be determined through a technology neutral procurement process, evaluating each proposal on its own merit, in order to deliver against the Strategy's objectives and implementation actions, particularly actions 4M.2 and 6B.*

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The London Plan requires London to be 85% self-sufficient for managing waste by 2020 and for North London to be 69% self sufficient in managing waste by the same year, with respective targets for municipal waste only of 60% (North London target) and 80% (London as a whole). At the current time of writing, the Partner Boroughs are undertaking public consultation to assess stakeholders' views on the degree to which North London should be self-sufficient in managing the waste that it produces as part of the North London Waste Plan Issues and Options consultation. This Strategy, which is based on achieving the recycling and composting targets identified as the preferred option within the Mayor of London's Waste Strategy, the Waste Strategy for England 2007, and meeting the Partner Authorities Landfill Directive targets, will also aim to meet the London Plan requirements to maximise the treatment of North London's waste within North London (although the self-sufficiency targets are part of the planning requirements for the North London Waste Plan.). The Partner Authorities will assess options, such as further minimisation and higher levels of recycling, which will enable the 2020 landfill target to be met, i.e. to landfill in 2020 a tonnage which is no more than 35% of the amount that was landfilled in 1995.

The Partner Authorities will identify the most appropriate timing for the recycling and composting facilities required in order to ensure that sufficient quantities of materials for recycling and composting are presented over an appropriate timescale to enable the facilities to be provided in a commercially efficient manner. The Materials Recycling Facilities will be of flexible design to enable North London Boroughs to deliver either sorted or commingled materials in accordance with Policy 7.A2 above.

The North London Waste Authority will have power under the Waste and Emissions Trading Act 2003 to direct a collection authority to deliver their waste in a separated form for recycling or recovery. The North London Waste Authority may use its power of direction as a contractual mechanism when working in partnership and with the agreement of the relevant Partner Authorities, or if it needs to do so in order to achieve its own statutory targets. In any case, this power can only be used after consultation and by compensating the relevant Partner(s) for any additional costs.

In order to ensure that the targets in the regulations resulting from the Waste and Emissions Trading Act (2003) are achieved, the North London Waste Authority has commenced procurement of (a) new waste disposal contract(s) sufficiently in advance of the December 2014 completion date for the current contract to enable the facilities necessary to be identified, procured, planning permissions obtained and facilities built. This means that the procurement process may be concluded prior to the completion of the North London Waste Plan, (timetabled for the end of December 2010). As part of this procurement process, the available energy recovery treatment technologies are being reviewed to determine the best option for the future. Additional modelling is also being undertaken for this process.

- 7.B1 The Partner Authorities undertake to develop sufficient Materials Recycling Facilities and In-vessel Composting Facility capacity to enable North London to meet the collective recycling and composting targets within this Strategy.
- 7.B2 The Partner Authorities undertake to develop sufficient residual waste treatment facilities as are necessary to ensure that the purchase of additional Landfill Allowances is avoided wherever possible, having regard to the proposed North London Joint Development Plan Document and the best option identified within this Strategy.

The environmental report recommends that the environmental impacts of providing new recycling, composting and recovery facilities/services could be made more certain by providing more detail in the North London Joint Waste Strategy of how they would be managed. It is recommended in the environmental report that this could include stating the need for an environmental impact assessment of projects; a commitment to reduce the environmental impact of new services; or linking the site selection process to the North London Waste Plan. **Changes to the Strategy to accommodate these recommendations are proposed at SEA Draft NLJWS section 4.2.4.**

There are uncertainties relating to the sustainable design and construction of facilities. The SEA environmental report recommends that this could be reduced by clearly stating a commitment to achieving a high standard of design and construction - for example, use of the Building Research Establishment Environmental Assessment Method (BREEAM) standard. **Changes to the Strategy to accommodate these recommendations are proposed at SEA Draft NLJWS section 4.2.4.**

The SEA environmental report also recommends that the Strategy could make a clearer commitment to the use of previously developed land for new treatment facilities and the co-location of facilities to reduce land take. **Changes to the Strategy to accommodate these recommendations are proposed at SEA Draft NLJWS section 4.2.4.**

Finally, the SEA environmental report notes that the Strategy as written will result in uncertain effects on equality and that the Strategy actions and text could explain more clearly how the Strategy will ensure that the needs of the most disadvantaged and hard-to-reach groups within the community will be addressed. **Changes to the Strategy to accommodate these recommendations are proposed at SEA Draft NLJWS sections 4.2.1 and 4.2.4.**

## **Transport Implications**

The best option identified within this Strategy is focused on the development of new recycling, composting and energy recovery treatment capacity within the North London region, in full accordance with the Regional Self-Sufficiency principle. The Mayor's Municipal Waste Management Strategy (2003) requires that the Partner Authorities consider the transport implications of waste management when tendering waste contracts, and promotes the greater use of sustainable modes of transport – specifically rail and water transport. The Mayor's London Plan also includes requirements to safeguard 'protected wharves' for water transport and to make compensatory provision if any other types of waste facility are lost due to redevelopment or closure for other reasons.

The Partner Authorities currently use the Hendon Rail Transfer Station for sending approximately 200,000 tonnes of municipal waste to landfill. Approximately 450,000 tonnes is treated via the Edmonton Energy-from-Waste facility within the North London area. The remaining waste and all material collected for recycling and composting is transported by road.

### **Rail Transfer**

The North London Waste Authority's Hendon Rail Transfer Station is within the Cricklewood and Brent Cross Regeneration Area. The London Borough of Barnet and the Development Agencies involved in the regeneration have proposed the relocation of the Authority's Rail Transfer Station to a new, purpose-built waste facility elsewhere within the Regeneration Area.

The North London Waste Authority recognises the environmental benefits of transferring residual waste by rail, but must also have regard to the need to divert more waste from landfill to recycling, composting and energy treatment in accordance with this Strategy. As few recycling reprocessing plants currently have rail access, and the location of the new energy recovery facilities highlighted within this Strategy have not yet been determined, the North London Waste Authority has required in its provisional specification for the proposed replacement facility that it includes both rail and road transfer capability.

The new Hornsey Street Waste Transfer Station has potential for rail transfer capability in accordance with the North London Waste Authority's requirements. This new site is located adjacent to the East Coast Main Line, which could theoretically enable rail transfer in the future, were this to become practicable. The North London Waste Authority fully investigated the feasibility of rail transfer from the site, but the following factors mitigated against developing the rail transfer at this stage:

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- Connecting to rail would require the construction of several bridges, relocation of a major signal box and procurement of sidings for turning around waste trains, entailing an unaffordable capital cost
- Sufficient Freight Facility Grants were unlikely to offset this cost sufficiently to make a rail link viable
- Extensive construction work connected with the St. Pancras Channel Tunnel link meant that there was no foreseeable capacity to introduce the necessary trains
- The currently available landfill sites with rail transfer facilities were not easily accessible from the East Coast Main Line

Despite the difficulties faced by local authorities in retaining existing and developing new rail transfer capability, and the increased cost of doing so, the Partner Authorities recognise the environmental advantages of this method of transport over road transport for transferring residual waste.

The potential for rail transfer of biodegradable waste for composting, or mixed waste for energy recovery treatment is also accepted by the Partner Authorities, although transferring any additional waste out of London may contradict the Partner Authorities' stated policy of developing facilities in North London in accordance with the regional self-sufficiency requirements contained within the London Plan. The potential for rail transfer of waste for recycling is less obvious, as few reprocessors currently have rail links and storing sufficient loads of different materials for recycling is likely to be prohibitively expensive in North London.

7.C1 The Partner Authorities will support transfer of waste by rail wherever this can be shown to offer Best Value and is in accordance with this Strategy.

### Waste by Water

Transferring waste by canal can have advantages over road transport as heavier payloads can be transferred significant distances, with the potential for reduced polluting air emissions and reductions in traffic congestion within North London.

In 2003, Inter-Modal Transport secured a Freight Facility Grant to conduct trial transfers of waste by water from Hackney via the Lea Navigation Canal to a wharf at LondonWaste Limited's Edmonton Facility. This followed earlier work in 1999 / 2000 by LondonWaste Limited and the North London Waste Authority to demonstrate the potential of the Lea Navigation Canal for transferring waste - the trials included transfers of ash metal to Canning Town for recycling.

“Waste By Water” trials are on-going, but the potential for transferring waste and recyclables along the Lee Navigation Canal includes the transfer of mixed municipal waste from Hackney, Haringey and Waltham Forest to LondonWaste Limited’s Edmonton Facility, and the transfer of paper, glass, scrap metal, construction waste, biodegradable waste, ash and ash metals and mixed recyclables to reprocessors known to have reprocessing facilities close to canals in and around London.

The London Borough of Haringey, the North London Waste Authority and LondonWaste Limited have been assisting Transport for London to develop a proto-type refuse collection vehicle with a demountable body that can be loaded directly onto a barge or train, thus avoiding the costs and environmental impacts of discharging the waste from a normal refuse collection vehicle, only to reload it again into a container for bulk transportation for treatment or disposal elsewhere.

The Partner Authorities will consider submitting further bids for external funding to assess the potential for transferring wastes by water on a commercial basis.

7.C2 The Partner Authorities will support transfer of waste by water wherever this can be shown to offer Best Value and is in accordance with this Strategy.

### Waste Vehicle Emissions

The Mayor’s Municipal Waste Management Strategy includes proposals that the Partner Authorities should meet the highest fuel emission standards on all new waste vehicles and review existing waste vehicle fleets for opportunities to upgrade fuel emission controls. The Mayor has also proposed that the Partner Authorities minimise the environmental impact of waste management through monitoring vehicle routing.

The Partner Authorities waste vehicle fleets all already operate at Euro III emission standards and all new vehicles are specified at the new Euro IV standard (moving to Euro V from 2008/09). In addition, the North London Waste Authority has welcomed LondonWaste Limited’s decision to convert all of its articulated vehicles to Liquid Natural Gas. This fuel produces less emissions than diesel on a typical working cycle. The Partner Authorities will also have due regard for the environmental impacts of their vehicle routing, in particular the impact of the new London Low Emission Zone, which requires the minimum of Euro III standards or the payment of a charge.

## **Financial Implications**

The Strategic Environmental Assessment procedure included a review of likely costs of the different Scenarios. This indicated that the total waste management costs (waste collection and disposal) under any of the options chosen are set to rise substantially during the period of this Strategy.

The original costings used in conducting the initial Best Practicable Environmental Option were based on generic information about the implementation of the solutions. Whilst this provided a reasonable estimate of the comparative costs between the scenarios, and an indication of the relative changes in the costs, the cost estimates did not allow for land costs or the higher costs of employment in London. Since the initial Best Practicable Environmental Options assessment was carried out in 2003/04 the cost of procuring many of the new facilities and processes has increased, reflecting the demand-led nature of the equipment supply market in response to the demands of the Landfill Directive. The effects of these changes have now been reflected in the more recent Strategic Environmental Assessment review.

In considering these costs it should be borne in mind that no allowance has been made for the potential benefits which may arise, from the Landfill Allowance Trading Scheme that came into effect in April 2005 (it is difficult to attach value to this benefit given the current low value and fluctuating value of allowances).

The following table indicates the estimated revenue effect on waste management costs (incorporating capital financing costs) expressed at 2006 prices for the different scenarios.

Scenario	Projected total costs (at 2006 prices) for waste collection and disposal (£million / year)			
	2006	2010	2014	2020
Minimum Compliance	100	118	126	157
Borough – Led	100	118	127	187
Partnership	100	118	126	156
Mayor's Aspirational	100	117	127	169
Procurement	100	118	126	157

Note that the costs of collection and disposal also include enforcement and promotion costs.

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The table indicates that waste management costs under the Procurement Scenario **as an example** are expected to rise in real terms by 18% between 2006 and 2010, and by a further 33% by 2020 - i.e. a total increase of 57%.

The total costs of the five scenarios to the end of the Strategy period in 2020 are as follows:

Scenario	Projected cumulative costs (at 2006 prices) for waste collection and disposal in £million from and inclusive of 2006			
	Baseline cost 2006	Overall cost to 2010	Overall cost to 2014	Overall cost to 2020
Minimum Compliance	100	553	1,046	1,935
Borough – Led	100	553	1,048	2,121
Partnership	100	553	1,046	1,938
Mayor's Aspirational	100	551	1,045	2,003
Procurement	100	435	1,046	1,947

The following table indicates the capital expenditure required on new facilities (these costs are dependent on the technology selected and land costs).

Facility	Estimated capital expenditure (including lifecycle assessment cost)	Indicative Gate Fee (£ per tonne)
Materials recovery facility (45,000 – 60,000 tonnes per year)	£7.9m - £11.2m	£32 - £33
Energy from waste incinerator (270,000 – 540,000 tonnes per year)	£171.7 - £290.6m	£51 - £63
Gasification (125,000 tonnes per year)	£115.6m	£89
Mechanical biological treatment with anaerobic digestion	£74.8 - £102.2m	£65 - £78
Mechanical biological treatment with bio-drying (refuse derived fuel)	£74.9 - £93.1m	£54 - £55

**Note 1:** The lifecycle assessment cost is the initial capital cost plus the cost of major refurbishment and/or upgrades assumed to be required every 7 years; this is expenditure over and above on-going planning maintenance costs which are included within the operational costs of the modelling work.

**Note 2:** The gate fee excludes landfilling cost (landfill gate fee, tax and LATS) of any residues such as ash or rejects from a MRF. The gate fee is based on a 5% discounted cashflow rate.

Biodegradable waste processing, transfer stations and other operations are not calculated separately with capital expenditure and operating expenditure in the cost assessments carried out for this analysis. Instead, a gate fee per tonne has been assumed for these facilities based on NLWA costings. However, as it is the facilities listed above which vary from scenario to scenario it is these which have been presented here.

The number of recycling bulking facilities and materials recovery facilities that will need to be constructed will depend on the type (kerbside sorting or commingled collection) of kerbside collection facilities in each of the Partner Authorities, although the modelling assumes that three materials recovery facilities will be required. There is also a need for all Partners to agree collectively the nature and timing of both collection services and new facilities, and this will also impact on the timing of expenditure.

The cost of implementing the Strategy will in part depend upon the pace at which the implementation programme proceeds. Although in the longer term the rate of growth in the waste stream will also influence the final number of new facilities that will be required, the need to achieve the Government's statutory recycling and composting targets and to significantly reduce the biodegradable fraction of the municipal waste stream that can be sent to landfill will ensure that the costs of implementing the Strategy are likely to be significant and unavoidable. Even assuming a year-on-year increase of only 3% reducing to 2.5% increase in the waste stream, waste management costs in 2020/21 could still rise to c. £156 to £157m per annum at 2006 prices.

### Procurement Options

The Partner Authorities will have to make significant investments in the period of the current waste disposal contract in order to implement the Strategy in accordance with the results of the Strategic Environmental Assessment.

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The Partner Authorities are fortunate that the joint waste disposal authority model means “whole system costs” (collection and disposal) can be considered without the conflict that can arise between different tiers of local government elsewhere. In addition, the North London Waste Authority’s current waste disposal contract with LondonWaste Limited anticipated the need for considerable additional recycling and composting capacity, as it actually allows all waste to be diverted in this way, and the development of an in-vessel composting facility at the LondonWaste EcoPark enabled the Partner Authorities to compost a proportion of their biodegradable waste locally, without immediate recourse to third party facilities further afield or to purchase land for additional new sites.

In the medium term, the North London Waste Authority may also benefit from the proposed relocation of the Hendon Rail Transfer Station.

However, even with this considerable support, the Partner Authorities are already needing to procure third party capacity elsewhere to process additional biodegradable waste and commingled dry recyclable material for those boroughs who collect recyclables in this way. It is also anticipated that the Partner Authorities will have to procure at least one additional recycling facility and one additional in-vessel composting facility in the period of the current waste disposal contract. A number of external funding sources have been identified during development of this Strategy, and the following are currently or will shortly be available to assist the Partner Authorities in financing the necessary investment in recycling and composting infrastructure:

**National Funding**

Prudential (Public Sector) Borrowing  
Private Finance Initiative  
Waste and Resources Action Programme  
Waste Implementation Programme  
Local Authority Support Unit, New Technologies Support Programme, and ROTATE –  
Recycling and Organics Technical Advisory Team

**Regional Funding**

Anticipated new London Waste and Recycling Fund (established via the GLA Act 2007, Section 38)

The scale of these funding resources suggests that they are not yet sufficient to fully support the funding necessary for the Partner Authorities to achieve the statutory recycling and composting standards and Waste and Emissions Trading Act (2003) regulation targets without raising the local Council Tax.

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The main available external means of supporting the scale of investment required to achieve this Strategy is through the Government's Private Finance Initiative. This initiative involves local authorities entering into contracts with private sector companies willing to invest in building and operating infrastructure over long periods in return for the payment by the Government of credits to assist local authorities in financing the interest on the invested funding.

The Government has indicated its desire to encourage the Private Finance Initiative arrangements, which have a mixed reputation in the local government sector, but are increasingly the norm in delivering long-term waste management contracts. Another option is the use of the Prudential Borrowing Code, as recent changes have made it easier to borrow capital. This is not to say that the more traditional design, build and operate form of contract may not be appropriate in the future too.

7.D1 The Partner Authorities will work together, through the auspices of the North London Waste Authority, to deliver the recycling and composting facilities required in the period of the current waste disposal contract.

7.D2 The Partner Authorities undertake to target appropriate available external funding and will consider the best available means of procuring a new waste disposal contract to minimise the costs of implementing this Strategy to North London Council Tax payers.

## **Chapter 8 – Working in Partnership to Deliver the North London Joint Waste Strategy**

The Partner Authorities have set ambitious but achievable targets for making waste management in North London more sustainable in the period of this Strategy. However, this Strategy will not be achieved without the active and on-going support of all stakeholders with an interest in waste management in North London, and its implementation will also need to take account of each Partner Authority's community priorities.

### **A Dialogue with North London Stakeholders**

The Partner Authorities recognise that there are many stakeholders (for example, residents, businesses, community groups, neighbouring boroughs and counties, the Mayor of London, and Government) who will be interested in influencing the way waste is managed in North London. When the North London Joint Waste Strategy was first developed in 2003/04, the Partner Authorities worked with MORI to develop and conduct a "Stakeholder Dialogue" to gather the views of these stakeholders on the proposals within the Strategy.

The nine key components of the Stakeholder Dialogue were:

1. Publishing a draft Strategy document setting out the vision of how the Partner Authorities propose that waste be managed in a more sustainable way. The Strategy document was available on request free of charge and could also be downloaded from a website. A brief summary document was also produced in English and ten other languages, and was made available in other formats for people with disabilities.
2. Distribution of a "flyer" by Partner Boroughs through all their public interfaces to "signpost" the draft Strategy. It raised the principal issues and informed residents how to comment on the draft Strategy (with a reply-paid card, a telephone number and a website).
3. Establishment of a website where the draft Strategy and the Summary Document could be accessed and where comments on the draft Strategy could be made.
4. A publicity campaign, across the North London area, which announced the publication of the draft strategy and sought the active involvement of stakeholders in commenting on the draft Strategy.
4. Presentation of the key issues and conclusions of the draft Strategy to a meeting of The Resource Forum (formerly the North London Recycling Forum) – a regular meeting of local community groups, waste management companies and local authorities in North London – seeking the views of the Forum participants on the proposed approach.

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5. Distribution of the draft Strategy to key stakeholders within and outside the North London area to facilitate a Technical Review of the content of this Strategy.
6. Distribution of the Summary to all known potentially interested organisations and individuals, who could also request the full draft strategy.
7. Establishment of two Stakeholder Workshops comprising a representative cross-section of North London residents to review the process by which the draft Strategy was developed and to obtain qualitative feedback on the conclusions reached.
8. Holding a Technical Stakeholder feedback meeting after the formal close of responses to clarify specific issues raised on a face-to-face basis.

A total of fifty-eight Public Feedback Forms were received by MORI. The results were collected and collated by MORI until the final date for feedback of 31<sup>st</sup> May 2004. Thirteen Technical Stakeholders and members of The Resource Forum also provided technical feedback on the draft Strategy.

Most respondents who completed a Stakeholder Feedback Form were generally positive about the draft Strategy but there were a number of concerns raised, in particular about the original Best Practicable Environmental Option process and the move to commingled systems for recyclables. The key concern from the Stakeholder Event was that the draft Strategy promoted a commingled approach whereas a system based on sorting at the kerbside would be preferable.

The Partner Authorities considered all the views expressed by stakeholders and revised the content of the draft Strategy as necessary before submitting it to the Mayor of London for approval.

The subsequent Strategic Environmental Assessment process has involved further consultation as outlined below:

1. Distribution of the Draft SEA Scoping Report to statutory consultees and the GLA for a five-week consultation period between 10<sup>th</sup> September and 15<sup>th</sup> October 2007.
2. Hard copies of the Draft SEA Scoping Report made available in all public libraries in the North London Waste Authority area and on the North London Waste Authority website for the same five-week consultation period as outlined above.
3. Attendance by North London Waste Authority staff with copies of the North London Joint Waste Strategy at a series of seven stakeholder workshops delivered for consultation on the Issues and Options report for the North London Waste Plan during January and February 2008.

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4. Distribution of the revised Strategic Environmental Assessment Scoping Report, Environmental Report and revised North London Joint Waste Strategy to statutory consultees and the GLA, plus members of the North London Waste Plan sustainability appraisal panel, for a six-week consultation period dated 6<sup>th</sup> May to 17<sup>th</sup> June 2006.
5. Copies of the revised Strategic Environmental Assessment Scoping Report, Environmental Report and revised North London Joint Waste Strategy available in local libraries in the North London Waste Authority area and available on the North London Waste Authority website for the same six-week consultation period.
6. Press release issued about the above consultation.

#### A Public Awareness and Participation Campaign

The Partner Authorities recognise that engaging the public effectively to take action will be crucial to achievement of this Strategy. A sustained, integrated and comprehensive public awareness campaign will be needed to ensure the public are informed about the need for change, their role in improving waste management in North London, and how to access the new services that they can use to achieve the necessary improvements.

Much groundwork has already been done on raising public awareness of waste; through the national waste awareness campaign "Recycle Now" and the many initiatives run by local authorities. The Partner Authorities welcomed the establishment of the "Recycle Now" national campaign when it was launched in October 2004.

The Partner Authorities recognise the need for simple messages in their publicity materials and greater investment in raising public awareness. There are already examples of relevant good practice in North London. For example, the London Borough of Camden has produced a DVD explaining what happens to waste that is recycled, why it is important to do so, as well as what services are available to make recycling easy for residents. The London Borough of Islington has a similar DVD made by young people which is used at the I-Recycle education centre.

The Partner Authorities recognise that community sector organisations, with their detailed knowledge of local communities, their innovative approaches to communicating waste messages and their ability to generate public enthusiasm for environmental causes have considerable potential to assist the Partner Authorities in implementing this part of the Strategy.

8.A The Partner Authorities are committed to an on-going Public Awareness Campaign throughout the period of this Strategy and undertake to co-ordinate their respective contributions to this campaign where this will be beneficial.

### A key role for the Community Sector

There are numerous Community Sector organisations in North London already actively contributing to sustainable waste management projects. These also include large community-based companies and social enterprises providing front-line recycling and other waste management services.

There are many successful examples of Partner Authorities working with the community sector to deliver mutually beneficial aims; these include Boroughs working with social enterprises and community groups to provide front-line collection services to residents, support of furniture reuse collections from North London Reuse and Recycling Centres, support for nappy washing services, working with charity shops to reward them for their contribution to recycling in North London, and individual city farms and community gardens offering composting to a specific local community.

The Partner Authorities recognise the unique role that community sector organisations play through their distinct relationship with other stakeholders, their ability to work across disciplines to create truly sustainable projects with social as well as environmental benefits, and through their specialist knowledge in subjects where local authorities often have little knowledge or specialism.

This Strategy highlights parts of the waste hierarchy where community sector organisations already undertake significant activities, and identifies areas where the community sector organisations have particular potential to contribute further to implementation of this Strategy. The Partner Authorities wish to encourage further partnerships with the community sector organisations in delivering the Strategy,

The Partner Authorities will actively engage with community sector organisations, particularly through The Resource Forum, to identify any other new opportunities for working in partnership and to maximise the potential of existing projects. To assist this engagement, the Partner Authorities will consider developing a Waste Community Compact setting out the terms under which working on waste projects with community sector organisations will be conducted in North London. This will ensure that the specific needs, potentials and restrictions of the community sector and public sector are respected when developing new waste management projects.

8.B1 The Partner Authorities welcome the support of community sector organisations in implementing this Strategy and will actively encourage community sector involvement in delivery of waste services wherever this can be demonstrated to offer Best Value.

8.B2 The Partner Authorities will consider developing a Waste Community Compact in partnership with the Community Sector to build trust and encourage further involvement of this sector in implementing this Strategy.

### Commercial and Industrial Partners

The Partner Authorities provide waste collection and disposal services to many commercial customers in North London. These services operate in competition with the private sector waste management services, with the key difference that local authorities must provide a collection service to commercial customers on request. In practice this means that private sector companies focus on the more financially attractive large contracts, leaving the Partner Authorities with the smaller, less profitable collections.

Some Partner Authorities have provided commercial recycling services in the past, but the cost of collecting and recycling commercial waste is normally not met by the income from recycled materials and commercial customers are resistant to paying for recycling collections. In addition, local authorities are not well placed to secure income from Packaging Recovery Notes to subsidise recycling collections of packaging. The Partner Authorities would welcome national and regional incentives to encourage commercial recycling and will seek to find alternative means of offering sustainable commercial recycling collections during the period of this Strategy. Three of the constituent borough councils – Camden, Enfield and Hackney – are, however, trialling reduced-rate recycling collections to encourage greater uptake of the service, and it is anticipated in the Strategy modelling work that all seven Partner Boroughs will have a commercial waste recycling service in place during the course of the Strategy implementation up to 2020.

The Waste and Emissions Trading Act (2003) has had an effect on how commercial waste services are provided, as the North London Waste Authority may have to purchase Landfill Allowances for waste containing biodegradable waste and pass the cost of doing so back to commercial customers. A Biodegradable Incentive Payment Scheme is provided by the North London Waste Authority to encourage the constituent borough councils to provide a non-landfill alternative for this waste stream. Avoiding the cost of purchasing Landfill Allowances may offer potential for the Partner Authorities to provide commercial composting services. This will depend upon the capacity available in composting facilities, the cost of purchasing Landfill Allowances, the nature of the market generally for commercial waste services, and prevailing financial regulations.

The Partner Authorities are not statutorily required to collect or dispose of industrial waste, but recognise there may be sub-regional economies of scale to be exploited by developing and extending services for the commercial sector, and possibly the industrial sector too. The Partner Authorities will be open to this during the development of future services where they offer improved value for money to council tax payers.

The Partner Authorities also recognise that the North London Boroughs, as Waste Planning Authorities, have a responsibility to ensure that land is identified for sufficient facilities with capacity for managing industrial waste within the North London Waste Plan, in accordance with the London Plan.

8.C1 The Partner Authorities will provide commercial waste services in accordance with statutory requirements or beyond and will seek external support to establish sustainable commercial recycling and composting services where this offers improved value for money to council tax payers *to work towards London Plan objectives.*

8.C2 The Partner Authorities will seek to ensure that sufficient household, commercial and industrial waste management sites are provided in North London through development of the North London Joint Waste Development Plan Document.

### Working with National Agencies

The Government established the Waste Implementation Programme (WIP) early in 2003, in response to the Prime Minister's Strategy Unit Report "Waste Not, Want Not". WIP was designed to respond to the package of strategic measures recommended by the Strategy Unit (SU) report "Waste Not, Want Not" published in November 2002, and the Government's Official Response. There are nine WIP programmes which include: local authority support, local authority funding, new technologies, data, the Waste Implementation and Development Programme, (WIDP), efficiencies, waste minimisation, kerbside and waste awareness. The waste minimisation initiative and an education and awareness campaign have both been delivered by the Waste Resources Action Programme. The waste minimisation initiative has most recently included projects on home composting, retailer packaging and an innovation fund. These projects are of high priority for the Partner Authorities for delivering this Strategy.

As mentioned above, the Waste Implementation Programme includes several other programmes. A Local Authority support initiative was initially awarded £1.9 million to identify the barriers effecting local authority improvement in statutory recycling and composting standards. A data and research project across the whole waste cycle is delivered within the Department for Environment, Food and Rural Affairs (DEFRA) and has historically been allocated £8.5 million. An Innovation fund for kerbside collection and new and emerging treatment technology also received £7.2 million.

The Waste Infrastructure Delivery Programme (WIDP) within DEFRA also works with local authorities and the regions to accelerate the build of new diversion infrastructure. WIDP sits within the Waste Implementation Programme (WIP) to complement their on-going support to local authorities and add resources to meeting the Landfill Directive obligations.

WIDP is charged with:

- producing a comprehensive strategy for the construction of the estimated £10 billion of infrastructure needed to meet the Landfill Directive obligations.
- providing those local authorities leading infrastructure build projects with a comprehensive, end-to-end support package across all project mechanisms (not just PFI).
- working with existing PFI projects, presently in procurement, to accelerate their progress to delivery.

The Partner Authorities can therefore be expected to engage with WIDP during the period of this strategy.

It is anticipated that, to avoid duplication with regional services, some of these projects may be managed by regional agencies in London, for example, London Remade. Other national funding opportunities are likely to occur during the period of this Strategy and the Partner Authorities will seek North London's fair share of these as they arise.

8.D The Partner Authorities will seek to obtain support for North London projects from National funding programmes, including the Waste and Resources Action Programme and the Waste Implementation Programme, as these arise.

#### Working with Regional Agencies

The Mayor of London, through his Municipal Waste Management Strategy, has set out policies and proposals, many of which actively involve the Partner Authorities and some of which are supported and some opposed by individual authorities. The Partner Authorities responded individually during the consultation period to support or raise concerns with the Mayor of London with regard to implementation of specific policies and proposals within his Municipal Waste Management Strategy.

The Mayor of London's Strategy includes a policy and a proposal encouraging the Partner Authorities to actively consider Partnership arrangements to deliver improved waste services. The Partner Authorities have adopted a partnership approach in developing this Strategy and will now work actively with other stakeholders, including the Greater London Authority, the Government Office for London, London Councils, the proposed London Waste and Recycling Board, other London Boroughs and other London waste disposal authorities as appropriate to implement this Strategy.

8.E The Partner Authorities will actively engage with all appropriate regional stakeholders to implement this Strategy.

#### Market Development and Regeneration

The establishment of London Remade by London Waste Action, the Greater London Authority and the Association of London Government (now London Councils) resulted in the development of new recycling infrastructure for glass and aggregate recycling, in-vessel composting and the introduction of additional materials recycling facilities in east and south-east London in the first two years of operation. More recent initiatives include the development of a plastics reprocessing plant and the implementation of the London Mayor's Green Procurement Code to stimulate the demand for recycled products across the supply chain.

The Partner Authorities support the continuation of London Remade as being essential for the development of a new reprocessing infrastructure in London that will provide alternative markets for recycled materials, thereby assisting delivery of this Strategy. The Partner Authorities welcome the expansion of the London Remade remit from the "Thames Gateway" to include other areas of London with potential for new reprocessing infrastructure including North London.

All of the Partner Authorities have also signed up to the Mayor of London's "Green Procurement Code", demonstrating their commitment to sustainable purchasing policies within their own organisations. The Partner Authorities will promote green procurement to local businesses and the concept of "buying recycled" to residents throughout the period of this Strategy.

8.F1 The Partner Authorities will work closely with London Remade, the private sector and other agencies to encourage the development of new reprocessing infrastructure in North London and will seek to maximise the regeneration potential of these projects.

8.F2 The Partner Authorities are committed to green procurement and will promote sustainable purchasing policies and the "Buy Recycled" campaign throughout the period of this Strategy.

### Strategy Implementation, Monitoring and Review

This Strategy sets out the vision for municipal waste management in North London for the period until 2020. It includes commitments made by the Partner Authorities that will then require implementation, on-going monitoring and regular review. The success of the Cabinet Member Seminars held to facilitate the joint working needed to develop this Strategy during 2003 / 2004 meant that the Partner Authorities established a Strategy Implementation Board with responsibility for overseeing the implementation of this Strategy. The Strategy Implementation Board was set up as a non-executive body to enable all North London Joint Waste Strategy matters to be considered collectively, but with all ultimate decisions remaining with each relevant Partner Authority.

The Strategy Implementation Board currently comprises one elected Member from each Partner Authority, but has not dealt with matters as originally intended due to the unforeseen delays in the finalisation of this Strategy. It was envisaged that it would consider as appropriate whether other stakeholders, such as the Community Sector, should also be represented and that it would deal with:

- Consideration of detailed relative advantages and disadvantages of kerbside sorting and bulking versus commingled collections and central sorting, and of alternatives to the default levy mechanism
- Co-ordination of the specification and letting of relevant contracts where these are intended to supply wastes to shared facilities or other forms of joint contracts sufficient to meet the Landfill Directive obligations and the recycling targets set by the Strategy
- Co-ordination of public awareness campaigns including reuse and composting, and work to minimise non-household wastes
- Engagement with the community sector and charity shops
- Co-ordination of lobbying of regional, national and European governments where appropriate to further Partners' interests
- Setting and monitoring performance against short and medium term targets, including prevailing facility capacity and likely lead times for any additional capacity that is needed
- Developing, setting and monitoring performance against other aspects of the Strategy, such as the amount or proportion of external funding obtained for new services
- Alignment to best value principles, equalities issues, on-going regeneration and sustainability and Partners' community priorities
- Sharing best practice and new experiences within North London (for example, compulsory recycling), and monitoring that elsewhere.

In the meantime alternative co-ordination structures have been created between the Partner Authorities, and the North London Waste Authority has established a Procurement Committee in relation to decision-making with regards to its responsibilities in relation to the implementation of the Strategy.

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A significant focus is now being placed by all Partner Authorities on the North London Waste Authority's preparations for its forthcoming major waste services procurement that is likely to entail a total contract value of over £3bn, and in commissioning a suite of waste recycling, composting, recovery and disposal infrastructure in accordance with this Strategy will set the parameters for further service developments for some 20-25 years.

The process is now being guided by meetings of Leaders and Chief Executives, and meetings of Directors of Environment and Finance, with other disciplines being engaged as necessary, and the North London Waste Authority itself has appointed a Director of Procurement.

The Partner Authorities are developing a Memorandum of Understanding that will subsequently govern relations between them as the Strategy is implemented and, in the context of the North London Waste Authority's procurement, this is expected to lead to a formal Inter-Authority Agreement that will encompass processes, responsibilities and risks of the Partner Authorities as well as future service providers.

A separate Planning Members' Group has also been formed by the collection Partner Authorities in their separate roles as planning authorities to oversee the progress of the North London Waste Plan. A Member from the North London Waste Authority is appointed as an observer to that group.

8.G1 The Partner Authorities will establish a Strategy Implementation Board with responsibility for implementing, monitoring and reviewing this Strategy.

8.G2 The Partner Authorities undertake to regularly review and update the Strategy in line with the Mayor's reviews of his Municipal Waste Management Strategy. The first North London review was expected to take place in 2006. *Later reviews will coincide with contract review periods set within any new contracts.*