

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

JOINT WASTE STRATEGY UPDATE

REPORT OF:

HEAD OF WASTE STRATEGY AND CONTRACTS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

11th April 2007

SUMMARY OF REPORT:

This report updates members on progress made since the last meeting, regarding the implementation of the North London Joint Waste Strategy (NLJWS). It covers planning matters; the Climate Change Bill; waste prevention and recycling work; developments in relation to waste electrical and electronic equipment (WEEE); a Select Committee enquiry into waste collection; Materials Recycling Facility service issues; and joint working on waste awareness.

RECOMMENDATION

It is recommended that the Head of Waste Strategy & Contracts considers the Communities and Local Government Select Committee's invitation to respond to their forthcoming inquiry into refuse collection and prepares a submission, if appropriate, in consultation with the Chairman.

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

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Date:

1.0 BACKGROUND AND STRATEGY REVIEW

- 1.1 The 'Mayor's Draft' North London Joint Waste Strategy (NLJWS), September 2004, provides the framework for progress towards reducing, re-using and recovering a greater proportion of the municipal waste which is generated in the North London Waste Authority ('the Authority') area and reducing the amount which is sent for disposal to landfill. This report provides an update on progress made since the last meeting, regarding the implementation of the NLJWS.

Mayoral Review of the NLJWS

- 1.2 As noted at the last Authority meeting, the review of the London Mayor's formal comments on the "Mayor's Draft" North London Joint Waste Strategy will be held back until the Strategic Environmental Assessment below is ready for consideration too.

Strategic Environmental Assessment of the NLJWS

- 1.3 Work has commenced on carrying out a retrospective Strategic Environmental Assessment (SEA) of the NLJWS to meet the requirements of the European Strategic Environmental Assessment or 'SEA' Directive¹. Any further amendments to the NLJWS which might be required as a result of the retrospective SEA of the Strategy will be considered at a future Authority meeting as outlined in previous meetings.
- 1.4 The constituent borough councils as equal partners to the NLJWS will also be required to approve both the scope of the SEA and any proposed changes to the NLJWS which might result from the process. They will therefore be asked to approve Authority officers' work at all key stages.

Examination in Public of the Draft Further Alterations to the London Plan

- 1.5 Details are now available of the Examination in Public of the Draft Further Alterations to the London Plan. One day has been set aside for discussion on waste (3rd July) and a place has been allocated to the North London Waste Planning Group in line with similar places allocated to the other regional groupings. There is a single draft matter for discussion which was also the subject of the subsequent 'Draft minor alteration to the London Plan', namely the issue of borough level waste apportionment, i.e. how much waste is each borough (and borough groupings) being asked to manage? The draft matter for discussion on 3rd July will be, 'Is the Further Alteration Borough apportionment for waste management a robust assessment?'
- 1.6 A key issue arising from the Authority's response to the Draft minor alteration to the London Plan is as follows:

¹ Directive 2001/42/EC – the Strategic Environmental Assessment (or 'SEA') Directive

Could applications for future waste facilities which might be required in order to deliver the objectives of the North London Joint Waste Strategy, but which mean that North London is managing more waste than is required to meet its minimum 'self sufficiency' targets contained in the London Plan, be challenged on the basis of need?

Clarification of this issue has been requested from the GLA, via the Authority's response to the Draft minor alteration to the London Plan because the answer to this question could have significant implications for the successful delivery of the objectives of the NLJWS.

2.0 STATUTORY REQUIREMENTS

Joint Waste Development Plan Document

- 2.1 Progress on the North London Joint Waste Development Plan Document is usually reported on a six monthly basis, with the next full report due in September 2007. However, as this work is progressing quickly at present two brief updates on the process since the last Authority meeting are provided below:
- 2.2 The Planning Members' Group has now been formed with a first meeting scheduled for 16th April 2007. The role of the Group is to oversee the plan preparation process and provide feedback in response to recommendations of the Planning Officers' Group; to jointly approve recommendations wherever possible and seek borough Cabinet or Full Council approval where necessary.
- 2.3 A draft consultation protocol has also been produced which outlines the consultation programme for the joint waste development plan document. This includes a programme launch in May 2007, followed by a staffed exhibition tour of the seven boroughs. The draft consultation protocol has been circulated to borough planning officers and communication officers for comment.

Climate Change Bill

- 2.4 A consultation document has been issued by DEFRA regarding the Draft Climate Change Bill, which is made up principally of a series of enabling powers rather than specific proposals. The deadline for consultation responses is 12th June. At this stage the trade press² is reporting that the revised English Waste Strategy will set out more detail regarding the waste industry's contribution to climate change including, it is anticipated, the establishment of higher recycling targets.
- 2.5 The documents accompanying the Draft Climate Change Bill also highlight the reduction of methane emissions from landfills as being important in addressing climate change.

² www.letsrecycle.com – 13th March 2007

- 2.6 Depending on a more detailed review of the above consultation and whether the revised English Waste Strategy is published in May 2007 as expected, a report on the draft Climate Change Bill and an accompanying draft response to the consultation will be submitted to the next Authority meeting for approval. In this case, a request will be made to DEFRA to ask if a draft response can be submitted by the consultation deadline (12th June) with a finalised response provided after the Authority meeting (27th June), as has been done in the past.

3.0 WASTE HIERARCHY OPTIONS

Waste Prevention and Reduction – Waste Prevention Implementation Plan

- 3.1 The Waste Prevention Implementation Plan was approved at the December 2006 Authority meeting.
- 3.2 In line with the Waste Prevention Implementation Plan commitment to arrange quarterly meetings of North London Waste Prevention Officers, the first meeting was held on 8th March, 2007. The meeting participants discussed the following issues relating to the Waste Prevention Implementation Plan:
- 3.2.1 Joint purchasing: Opportunities for joint purchasing of waste prevention capital equipment such as wormeries and home composters was discussed amongst officers present. It was agreed that joint purchasing of such equipment is not a current priority, but may become one if changes as a result of the new English Waste Strategy allow an estimate of the tonnage of waste diverted through home composting to count towards borough recycling targets. Additional information on potential savings to boroughs and residents should be collected and considered for future financial years.
- 3.2.2 Detailed activity matrix: This matrix outlines the waste prevention activities currently being carried out or planned in each borough. The meeting discussed what information officers want listed in the matrix in order to make the database of waste prevention activities relevant and useful to boroughs in identifying opportunities for joint working and efficiency of expenditure. It was agreed that the matrix would be updated on a six monthly basis.
- 3.2.3 Advice to residents on shopping practices to reduce waste: Opportunities for joint promotion of these and other waste prevention initiatives will also be discussed at future meetings.

- 3.3 As part of monitoring best practice and other waste prevention developments, officers are following the update to the 1975 Waste Framework Directive in the European Parliament. In a vote on 14th March 2007 as part of that update, the Parliament agreed to set binding targets for waste. The aim is to stabilise waste production at 2008 levels by 2012 and set reduction targets to be met by 2020. As there remain further legal processes in Europe before such targets are agreed and binding, further updates will be provided at future Authority meetings.
- 3.4 At a national level, a scoping study is due to start soon on the development of a "Waste Prevention Network". It is anticipated that this will take over and replace the role of the National Resource and Waste Forum on waste prevention. The Forum had developed and carried out some useful waste prevention work, including producing the Household Waste Prevention Toolkit in 2004. The National Resource and Waste Forum has recently been disbanded. Authority officers will closely follow the development of the Waste Prevention Network and will participate in consultation where appropriate.

Waste Prevention and Reduction - Recycling and Re-use Credits

- 3.5 The Contracts Section is currently auditing the information provided by the fifteen organisations which have been pre-registered for claiming re-use and recycling credits in 2007-08. Additional progress reports will be provided at forthcoming meetings.

Waste Recycling and Composting - North London Integrated Compost Project

In-vessel composting facility

- 3.6 A full first year operational review report on the in-vessel composting facility at LondonWaste's Ecopark is included elsewhere on this agenda.

Home and Community composting

- 3.7 Since the December Authority meeting at which £12,568 was awarded from the Authority's £25,000 North London small grants fund for community composting projects, further promotion of the Fund has taken place with the aim of attracting further applicants from boroughs where little or no funding has already been awarded. Subject to any awards the cost to the Authority will accordingly slip into 2007/08 and the budget will adjusted accordingly.

- 3.8 A final deadline of 31st March 2007 has been set for receipt of any final applications. Any further applications received by this deadline will be evaluated and reviewed. Thereafter, as outlined at the Authority meeting in December 2006 should no further applications from unfunded or poorly funded boroughs be forthcoming then the Head of Waste Strategy and Contracts in consultation with the Chairman will decide whether to release remaining funds to a number of eligible and attractive short listed projects in boroughs which have already had their 'fair share' of the money and/or to retain any balance for a future mechanism to support community composting in North London.
- 3.9 There will not be a similar small grants fund in 2007-08 as the programme was put in place for 2006-07 to match fund a similar £25,000 grant awarded for 2005-06 by the London Recycling Fund to support community composting in North London. The new third party recycling credit scheme however provides such groups with an opportunity to secure funding from the Authority in proportion to the amount of waste they turn into compost.
- 3.10 A review of funded projects and the potential for further work in this area will be brought to a future Authority meeting later in 2007.

4.0 MANAGEMENT OF OTHER WASTE STREAMS

Waste Electrical and Electronic Equipment

- 4.1 Since the last Authority meeting further developments in the implementation of the WEEE (Waste Electrical and Electronic Equipment) Directive in the UK have taken place as follows:
- 4.2 The system to enable the Authority to register the constituent borough councils re-use and recycling centres and any other collection points as 'Designated Collection Facilities' for WEEE has not yet become fully operational. Initially, a deadline had been set by the DTI which required all designated collection facilities to be registered by 31st March 2007. As the system is not yet up and running to enable this to happen, this deadline has been extended to 30th April 2007. This delay should not put the current arrangements in place for the 2007-08 budget under pressure provided that the system is fully operational by the end of April and the Authority is able to contract with a Producer Compliance Scheme to collect WEEE from these sites as outlined below.
- 4.3 The 'allocation system' by which Producer Compliance Schemes or PCSs were to be allocated to collect waste electrical and electronic equipment free of charge from local authority facilities or 'Designated Collection Facilities' within a particular waste disposal authority's area has not succeeded as planned. As the Authority has not been allocated a producer compliance scheme it has been necessary for Authority officers to approach producer compliance schemes direct. This work had already commenced prior to the failure of the allocation system as direct approaches had been approved, if necessary, at the last Authority meeting.

- 4.4 Thirty seven producer compliance schemes have been approved by the Department of Trade and Industry, although only twenty of the schemes are 'open' schemes collecting all streams of WEEE from householders (rather than business to business WEEE). Authority officers have approached seven of these schemes, focusing on the schemes which will collect all five of the designated streams of WEEE as outlined in the table below.

	Categories of WEEE
A	Large household appliances (Category 1) other than cooling appliances
B	Cooling appliances in Category 1
C	Display equipment containing cathode ray tubes
D	Gas discharge lamps
E	All other WEEE

- 4.5 Schemes which are collecting a limited range of WEEE were discounted, because all the constituent boroughs wanted the opportunity to separate into five material streams if possible and it was agreed with borough officers that it would be operationally easier to be working with one scheme rather than a number across seven boroughs.
- 4.6 Authority officers then met with representatives from four of the compliance schemes, with a fifth meeting to be scheduled. A series of questions has been developed for the meetings. Audits of two re-use and recycling centres within the Authority's areas have been conducted by three of the four schemes, (one of the schemes with whom a meeting has been held withdrew from the process before this point and one scheme is still to undertake the audits). All four schemes have been asked to provide an operational method statement detailing how they would service the two re-use and recycling centres which they have audited. On the basis of answers to the questions and the method statements supplied, the schemes will be evaluated. As this process is still ongoing at the time of writing, a verbal update on the outcome, if finalised, will be provided at the Authority meeting. The contract has a zero value as the collections and reprocessing of WEEE will be carried out free of charge.
- 4.7 The Authority's Contract Standing Order 4.2 provides that where the contract has an estimated value of less than £25,000 an Officer of the Authority may decide that formal tendering is not necessary in order to secure best value for the Authority. If so the Officer may decide upon another method of selecting a contractor.

Batteries

- 4.8 Further updates on managing this waste stream separately will be provided in due course, as the Government consults on specific proposals. The UK has until September 2008 to implement forthcoming regulations resulting from the European Union Battery Directive which will enforce the collection and recycling of this waste stream.

5.0 IDENTIFYING THE BEST PRACTICABLE ENVIRONMENTAL OPTION FOR NORTH LONDON

Waste Data

- 5.1 AEA Technology staff have recently visited all seven boroughs in order to carry out the Authority's annual update of waste flow projections. At this stage it is too early to report on the results, but the updated information will be incorporated into the procurement modelling and summarised at the next Authority meeting.

6.0 IMPLEMENTING THE BEST PRACTICABLE ENVIRONMENTAL OPTION FOR NORTH LONDON

Waste Collection Implications - Select Committee Enquiry

- 6.1 The Communities and Local Government Select Committee has resolved to conduct an inquiry into refuse collection. The inquiry will include consideration of the following matters:
- The ways in which local authorities collect and measure waste. Topics which may be considered within this include:
 - Collection methods: the contribution made to waste minimisation by the timing, frequency and type of collection in both urban and rural areas and in areas characterised by differing housing types, such as flats.
 - Joint working, cost sharing and the potential for co-operation between waste collection authorities.
 - The contribution collection methods may make towards waste minimisation, effective recycling and the reduction of waste going to landfill and incineration. Topics which may be considered within this include:
 - Information programmes: how the Department of Communities and Local Government and local authorities can contribute to reducing the amount of waste reaching collection through providing information to households, consumers and producers.
 - Technology: the contribution of collection technologies to waste minimisation, reduction and setting.
 - How decisions taken by local authorities about collection/ disposal methods aid or constrain future collection methods and minimisation. Topics which may be considered within this include:
 - Planning for future sorting, collection and disposal facilities.

- Financing. Topics which may be considered within this include:
 - the funding of waste collection, including the implications of variable charging for waste collection.
 - Comparative evidence of how charging affects the minimisation behaviour of businesses who pay for removal of commercial waste.
- 6.2 The Committee has invited submissions from all interested parties on these and related issues from interested organisations and individuals.
- 6.3 As this announcement was made just two days before the finalisation of all Authority reports, it has not been possible to consider the Select Committee's invitation, and whether it is appropriate for the Authority to prepare a submission, as it may be principally a matter for our constituent borough councils even though there is an interaction with the specification of facilities to be procured by the Authority.
- 6.4 It is therefore recommended that the Head of Waste Strategy & Contracts considers the Select Committee's invitation and prepares a submission, if appropriate, in consultation with the Chairman.

Waste Disposal Implications – Materials Recycling Facilities

- 6.5 Negotiations to procure a new materials recycling facility via a deed of variation to the main waste disposal contract with LondonWaste Ltd. (LWL) have ceased as it has not proved feasible to provide a suitable legal mechanism which would meet the requirements of both the Authority and LWL. A deadline was agreed by both parties of 28th February 2007 and as agreement was not reached by this date (and not within two short extensions) the Authority will now proceed to procure these services independently. This decision does not affect the existing deed of variation by which LondonWaste Ltd. bulks up and transports commingled recyclable material to a third party MRF.
- 6.6 In addition to the above a successful application was submitted to the Waste and Resources Action Programme's 'ROTATE' programme for consultancy support to help develop an appropriate costing model for a local MRF. Subject to a successful application for ROTATE support an approved ROTATE advisor is allocated to carry out the necessary work. As a result of ROTATE support, the consultancy work is free of charge to the Authority. This work is currently underway and will be used in the development of future procurement activity.

Waste Disposal Implications – Hendon Rail Transfer Station

- 6.7 There has been no further progress regarding negotiations with the developers about the relocation of the Hendon Rail Transfer Station as a result of the Cricklewood Redevelopment project, this is pending receipt of proposed commercial terms.

WORKING IN PARTNERSHIP TO DELIVER THE STRATEGY

A Public Awareness and Participation Campaign

- 7.1 Work progresses on the communication and awareness programme being funded by the Waste and Resources Action Programme (WRAP), involving Camden, Hackney, Enfield and Waltham Forest and led by the Authority. The report from the pre-campaign attitudinal survey across the four boroughs has now been received and shows that 37% of the targeted population are 'committed recyclers'. This is a good baseline figure on which the campaign will aim to improve.
- 7.2 The pre-campaign participation survey results are also now available and show that on average across the four boroughs, participation in kerbside recycling within the targeted population is 59.44%. This is a relatively high figure (although it only includes street level properties where participation can be easily monitored). However, whilst the overall participation levels are relatively high, this masks significant variations in participation from street to street and in some cases residents do not put many recyclables out for collection when they do set out their box or bag and in some cases whilst residents are 'participating', i.e. putting out their box or bag once in a three week period, they are not setting out their box or bag on a weekly basis. The survey concludes that in some cases residents are not putting materials out as often as they could.
- 7.3 The reports from the pre-campaign participation monitoring and attitudinal surveys have been distributed to borough officers.
- 7.4 The other aspects of the campaign are also now commencing, including preparatory work for community based advertising and PR as well as community workshops and doorstepping (face to face promotion with residents on the doorstep) in Waltham Forest and Enfield.
- 7.5 A community workshop toolkit has also been produced containing advice for officers delivering such workshops. This is based upon information obtained from a full day event held in December 2006 for officers from all seven boroughs. The toolkit includes some excellent case studies and examples of best practice drawn from the work of the North London boroughs. The toolkit will now be tested with community based organisations, with a final version to be issued in June.

Commercial and Industrial Partners - Bulking of Dry Recyclable Wastes

- 7.6 The planned Authority Member to visit the materials recovery facility (MRF) which is being used via LondonWaste Ltd for sorting mixed dry recyclable wastes from boroughs collecting material in this way took place on 20th March. This provided an opportunity for Members from any of the constituent borough councils to visit the site, and to see at first hand the type of facility that may be required in North London in the near future to support the boroughs collecting dry recyclable wastes in this way.

- 7.7 Further visits can be arranged in future for Members and officers who were unable to attend either this or other previous visits which have been organised.

8.0 RECOMMENDATIONS

- 8.1 It is recommended to approve that the Head of Waste Strategy & Contracts considers the Communities and Local Government Select Committee's invitation to respond to their forthcoming inquiry into refuse collection and prepares a submission, if appropriate, in consultation with the Chairman.

9.0 COMMENTS OF THE FINANCIAL ADVISER

- 9.1 The Financial Adviser has been consulted in the preparation of this report and his comments included within the body of the report.

10.0 COMMENTS OF THE LEGAL ADVISER

- 10.1 The Legal Adviser has been consulted in the preparation of this report and all comments are contained within the body of the report.

Local Government Act 1972 – Access to information

Documents used: Draft Climate Change Bill
Consultation Document & Partial Regulatory Impact
Assessment available at:
www.defra.gov.uk/corporate/consult/climatechange-bill

Household Waste Prevention Toolkit, National
Resource and Waste Forum, August 2004

North London Joint Waste Strategy, Mayor's Draft,
September 2004

"The Communities & Local Government Select
Committee has resolved to conduct an inquiry into
refuse collection", Parliament Today website, 27/03/07
www.parliamenttoday.com

Various correspondence from the DTI in relation to
WEEE

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Report Ends