

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

JOINT WASTE STRATEGY UPDATE

REPORT OF:

HEAD OF WASTE STRATEGY AND CONTRACTS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

19th September 2007

SUMMARY OF REPORT:

This report updates members on progress made with implementing the North London Joint Waste Strategy (NLJWS) since the last Authority meeting.

RECOMMENDATIONS

The Authority is recommended to:

- i) note that a Scoping Report for a Retrospective Strategic Environmental Assessment of the North London Joint Waste Strategy has been finalised and issued, under delegated authority as outlined in paragraphs 1.5 and 1.6 of this report;
- ii) note the award of contracts, under the procurement framework agreement to ENTEC to conduct the next stages of the Retrospective Strategic Environmental Assessment of the North London Joint Waste Strategy and to AEA Technology, to carry out environmental scenario modelling for the same;
- iii) approve the delegation of authority to the Head of Waste Strategy and Contracts and Legal Adviser in consultation with the Chairman to submit a response to DEFRA on the definition of municipal waste;
- iv) support the London-wide re-use mapping project funded by DEFRA and London Councils and delivered by the GLA, and to make a £500 contribution;
- v) approve the delegation of authority to the Head of Waste Strategy and Contracts in consultation with the Chairman to submit a response to the House of Lords Science and Technology Select Committee Sub-Committee Inquiry into waste reduction.
- vi) approve the distribution of money remaining in the North London Small Grants Fund to the boroughs and to the levels outlined in paragraph 3.19, for the boroughs to distribute to groups in accordance with the guidelines outline in paragraph 3.21

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

.....

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 with implementing the NLJWS since the last Authority meeting in June.

Mayoral Review of the NLJWS

- 1.2 The Mayor of London's comments on the NLJWS, following his review of the same last year, have now been incorporated, where appropriate, within the Scoping Report for a retrospective Strategic Environmental Assessment or 'SEA' of the Strategy.
- 1.3 As noted at previous Authority meetings (7th February and 11th April 2007), the Head of Waste Strategy and Contracts has delegated authority, in consultation with the Chairman, to make minor alterations to the NLJWS in response to any comments received from the Mayor of London. Because the Strategy cannot be adopted however, until a retrospective Strategic Environmental Assessment (SEA) has been undertaken, any amendments resulting from the Mayoral comments will not be formally proposed until any amendments resulting from the SEA are also ready to be considered. The two sets of proposed amendments can then be considered together.
- 1.4 One comment on the NLJWS from the Mayor of London is that he has asked that the Authority carry out an updated Best Practicable Environmental Option assessment because of 'substantial developments in the field of new and emerging technologies' since the strategy was first produced. An updated environmental modelling assessment is also required for the Authority's application for PFI credits to help support the costs of new waste contracts and has therefore been included within the scope of the SEA..

Table 1 – North London Joint Waste Strategy – Key Assumptions of Each of the Four Scenarios Modelled

Element	Minimum Compliance Scenario	Borough-led Scenario	Partnership Scenario	Mayor's Aspirational Scenario
Recycling and Composting Standards	Waste Strategy 2000 (30% by 2010, 33% by 2015)	Strategy Unit proposals (35% by 2010, 45% by 2015)	Strategy Unit proposals (35% by 2010, 45% by 2015)	50% by 2010, 60% by 2015
Recycling and Composting Collection Method	Kerbside sorting	Kerbside Sorting	Co-mingled Collections	Kerbside Sorting
Recycling and Composting Processing Method	Bulking materials before delivery to reprocessors	Bulking materials before delivery to reprocessors	Sorting and Bulking materials before delivery to reprocessors	Bulking materials before delivery to reprocessors
Energy Recovery Treatment Technology	New Energy from Waste (EFW) plant (450,000 tonnes per year) replaces existing Edmonton EFW plant in 2015	Edmonton EFW plant closes in 2015 and is replaced by a mix of "New and Emerging Technologies" (seven plants with total capacity of 700,000 tonnes per year modeled)	New EFW plant (450,000 tonnes per year) replaces existing Edmonton EFW plant in 2015, plus a 250,000 tonnes per year Mechanical and Biological Treatment plant	New EFW plant (270,000 tonnes), representing North London's per capita share of London's current energy from waste capacity, replaces Edmonton EFW plant in 2015, plus 200,000 tonnes per year MBT plant

Source: Chapter 6 – Identifying the Best Practicable Environmental Option for North London, Mayor's Draft North London Joint Waste Strategy, September 2004

Strategic Environmental Assessment of the NLJWS

- 1.5 At the last Authority meeting in June, it was reported that a draft SEA Scoping Report had been prepared. This has now been compared to the SEA Scoping Report produced for the North London Waste Plan (the waste planning strategy for North London, currently being prepared by the seven constituent boroughs as planning authorities). It has also been reviewed by lead members and technical officers, as appropriate, in each of the constituent boroughs. A final Retrospective Strategic Environmental Assessment (SEA) Scoping Report was issued on 10th September, under previously¹ delegated authority. The report has been sent to:

¹ Authority meetings of 20th December 2006 and 11th April 2007.

- Three statutory consultees – The Environment Agency, Natural England (which has resulted from a merger between English Nature and the Countryside Agency) and English Heritage.
- The Mayor of London.
- To all seven boroughs for distribution to their libraries in line with procedures being followed for the North London Waste Plan SEA process (although this is not a statutory requirement)..

A copy of the SEA Scoping Report is available on the Authority's website at www.nlwa.gov.uk including an outline of the next stages in the SEA process, which are enclosed as figure 1 of the report.

- 1.6 Following a due tender process, a number of consultants have been appointed through a framework agreement to provide the necessary support for the Authority's procurement. ENTEC, one of the technical consultancy companies on this framework agreement has now been appointed to carry out the SEA work. The environmental modelling aspect will be carried out by AEA, another of the technical framework consultancy companies.
- 1.7 Four different options or 'scenarios' were selected by the eight partners to the NLJWS when the environmental modelling was originally carried out for the NLJWS. Each of these scenarios was appraised using an environmental assessment model produced by the Environment Agency, called WISARD. The result of this appraisal was that the 'partnership' scenario was selected as the best approach, based upon the outputs of the WISARD environmental assessment.
- 1.8 The SEA Scoping Report proposes to rerun the four scenarios, outlined in table 1, using the Environment Agency's (EA's) new 'WRATE', (Waste and Resources Assessment Tool for the Environment) model. WRATE is an updated version of WISARD, and by using WRATE it is possible to model the potential environmental impacts of alternative technologies and solutions in an integrated waste management system, such as that required for North London. Like WISARD, WRATE also considers potential impacts stemming from all stages in the management and processing of waste. These include waste collection, transport, treatment and disposal activities, taking account of the associated infrastructure, together with the avoided impacts associated with materials and energy expenditure. According to the EA website, whilst there are other life cycle assessment tools available, none offer the same scope of waste technologies that are provided by WRATE or have the level of sophistication of technical development. The EA does not keep a publicly available list of authorities and other organisations who have used the WRATE tool since its launch in April 2007, but they advised that they have a wide range of organisations licensed to use it.

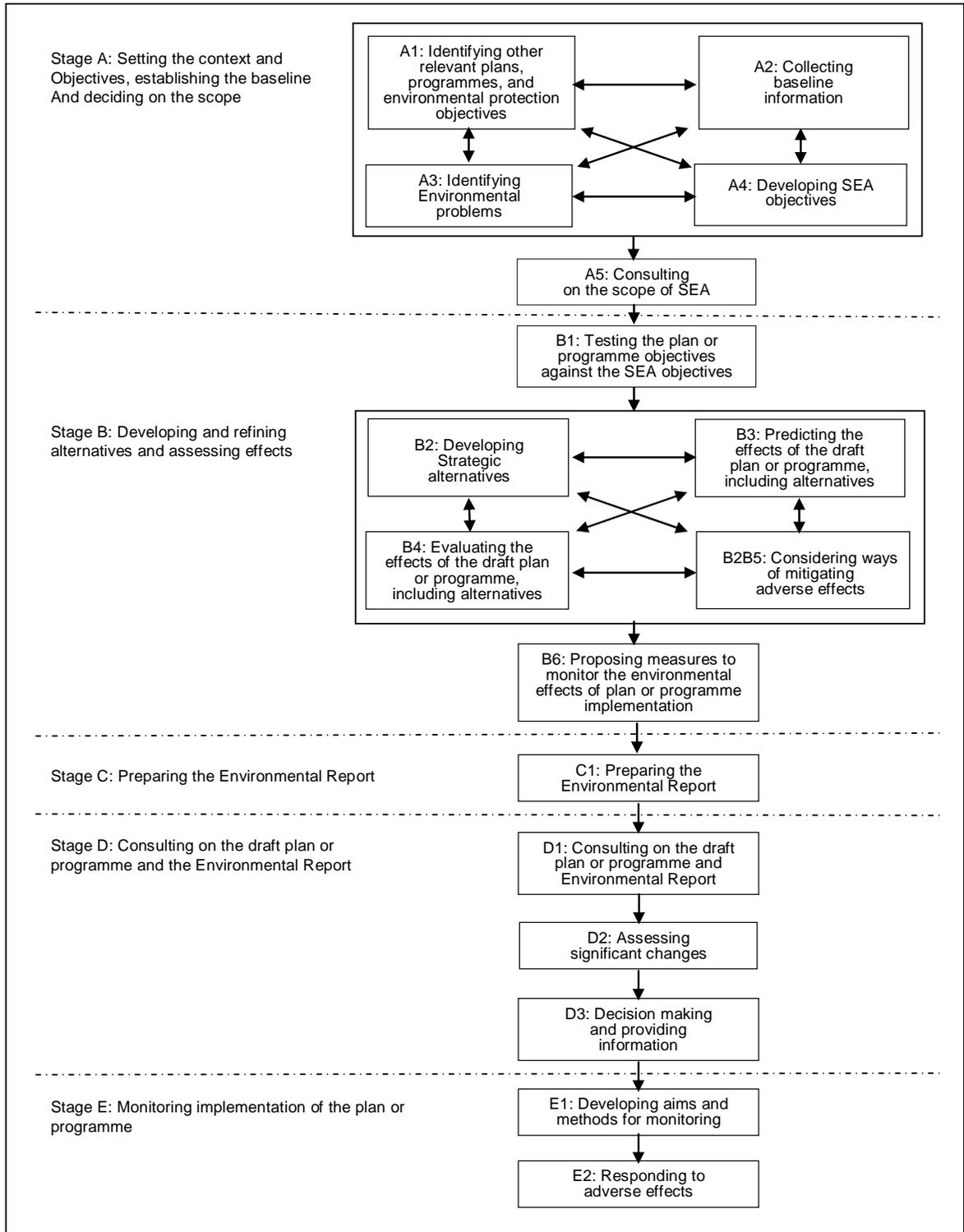
- 1.9 It is proposed in the SEA Scoping Report that a fifth scenario is modelled in addition to the original four outlined in Table 1. The new fifth scenario is another partnership scenario, but one based on the Authority's procurement strategy. This scenario assumes a mix of kerbside sorted and commingled recyclables collections, with thermal treatment, mechanical biological treatment and reaching a 50% recycling, composting and re-use target by 2020. This is above the North London Joint Waste Strategy target for recycling and composting in 2015 (of 45%) but is consistent with the requirements for applying for PFI (Private Finance Initiative) funding.
- 1.10 The next stage approvals of the SEA are included in table 2 below. The scope of any proposed changes to the NLJWS in the light of the SEA process will determine the most appropriate method for review and approval and any changes to the NLJWS. Final proposals will be brought to a future Authority meeting for consideration.

Table 2- SEA Process Approval Requirements & Deadlines

SEA Task Number²	SEA Task Name	Approval Required	Deadline for Approval
A5	Consulting on the scope of the SEA	All boroughs and NLWA required to approve draft SEA scoping report before it is released for consultation	7 th September 2007 all approvals gained
D1	Consulting on the draft plan or programme & environmental report (i.e. consulting on a revised NLJWS & SEA environmental report)	All boroughs and NLWA required to approve both the draft environmental report and any proposed revisions to the NLJWS prior to their release for consultation	November 2007
E1	Developing aims and methods for monitoring	All boroughs and NLWA required to adopt the revised NLJWS following public consultation and agree how progress will be monitored	January 2008

² See following Figure 1 for reference

Figure 1: - Relationship between the SEA Tasks



1.11 If the timetable above is delayed for any reason, the resultant impact may be a delay in the Authority's application for PFI credits and the procurement process: The Authority cannot apply for PFI credits unless it does so within the framework of an adopted joint strategy between the Authority and the seven borough partners. The NLJWS cannot be adopted until the SEA is completed.

2.0 STATUTORY REQUIREMENTS

Statutory Re-use, Recycling, Composting and Recovery Targets

- 2.1 The Waste Strategy for England 2007 sets new national targets for household waste recycling and composting and for the first time includes re-use within the targets. It also sets national targets for the amount of residual household waste per person, not composted, recycled or re-used and sets new higher targets for municipal waste recovery.
- 2.2 Whilst the new national targets have not yet been translated to local statutory targets the following tables illustrate the changes between Waste Strategy 2000 and the Waste Strategy for England 2007 targets and the Authority's 2006/07 performance from the recently published Best Value Performance Plan 2007.
- 2.3 These tables show that the Authority's current performance is some way behind the new national performance targets and that a considerable amount of additional recycling and composting activity will need to take place in order to ensure that the Authority and the constituent borough councils reach both the NLJWS targets and the new national performance standards (assuming they are applied at the same level locally).

Table 3 New Targets for Household Waste Re-use, Recycling and Composting for England, Compared with the Authority's Current Performance

Year	Waste Strategy 2000 target for % of household waste recycled and composted	Waste Strategy 2007 target for % of household waste re-used, recycled and composted	North London Joint Waste Strategy target for % of household waste recycled and composted	North London Waste Authority actual % of household waste recycled and composted 2006/07
2006/07				22.82%
2010	30%	At least 40%	35%	
2015	33%	45%	45%	
2020		50%		

Table 4 New Targets to Reduce the Amount of Household Waste not Re-used, Recycled or Composted for England

Year		Waste Strategy 2007 performance and targets for amount of household waste not re-used, recycled or composted (in million tonnes)	Waste Strategy 2007 performance and targets for amount of household waste not re-used, recycled or composted (in equivalent kg/person)	North London Waste Authority actual amount of household waste not re-used, recycled or composted (in kg/person)*
2000	Actual	22.2	450kg	
2001	Actual			475kg
2005	Actual	18.6	370kg	381kg
2006	Actual			358kg
2010	Target	15.8	310kg	
2015	Target	14.3	270kg	
2020	Target	12.2	225kg	

*National performance and targets are for calendar years; Authority performance is for financial years (so 2005 = the financial year 2005/06).

Table 5 New Targets for Municipal Waste Recovery³ for England

Year	Waste Strategy 2000 target for % of municipal waste to be recovered e.g. through energy from waste processes	Waste Strategy 2007 target for % of municipal waste to be recovered e.g. through energy from waste processes	North London Waste Authority actual amount of household waste used to recover heat, power and other energy sources
2006/07			39.8%
2010	45%	53%	
2015	67%	67%	
2020		75%	

2.4 Modelling work is currently underway as part of the procurement process to assess how best to meet the targets above. DEFRA has also indicated that whilst it is not necessary to rewrite the NLJWS, they will want to see that any outline business case submitted for PFI credits is consistent with Waste Strategy for England 2007 and this means that recycling rates and residual waste targets contained within the national strategy must also be achieved locally.

³ Recovery includes recycling, composting and energy recovery.

Consultation on Local Authority Performance Indicators

- 2.5 In the Local Government White Paper, *Strong and Prosperous Communities*, the Government made a commitment to implementing a new performance framework that reduced unnecessary burdens. Amongst other things the white paper set out plans for a single national set of performance indicators, which will replace existing indicators. The new set of indicators is being developed as part of the Comprehensive Spending Review process, the result of which will be announced later this year. As a result of this change, 2007/08 will be the last year in which Best Value Performance Indicators will be collected. Instead of multi-purpose local authorities reporting on between 600 to 1,200 indicators at present, a single set of around 200 indicators is being developed against which all areas will report. These new indicators will be designed to measure progress against national priority outcomes. At this stage it is too early to say what impact the new set of indicators might have upon the Authority; further updates will be provided at future Authority meetings.

Other consultations potentially impacting on implementing the NLJWS

- 2.6 A final response was sent to the Mayor of London, following comments received at the last Authority meeting and further review by group leaders, to the *Mayor's Draft Business Waste Strategy* and to the national *draft Climate Change Bill*, copies of which are enclosed in appendices one and two. Both of these formal consultation documents propose new objectives and targets in relation to the issues covered, as outlined in the relevant reports submitted to the last Authority meeting.
- 2.7 A response was also submitted under delegated authority approved at the last Authority meeting to a DEFRA *Consultation on Incentives for Recycling for Households*. Again this was circulated to group leaders for review. Whilst the proposals contained in this consultation do not relate to statutory targets directly, the proposals outline a number of potential mechanisms to assist authorities' progress towards meeting statutory household waste recycling and composting targets. A copy of the response submitted is enclosed in appendix three.
- 2.8 The Examination in Public (EiP) of the Draft Further Alterations to the London Plan was held on 10th July. The Further Alterations apportion a certain amount of waste to each of the constituent boroughs for management. Whilst this is primarily a planning issue, to ensure that an appropriate amount of land is allocated to enable sufficient facilities to be in place to meet the apportionment targets, the amount of land identified as suitable for waste facilities is directly relevant to the Authority.

- 2.9 One of the relevant discussions in the EiP centred upon whether the apportionment targets were separate and individual targets for municipal waste and then separate and individual targets for commercial/industrial waste; or whether it was possible for boroughs to meet their targets by showing that they were able to manage the **combined** total of waste of all types irrespective of the proportions of each. The latter approach gives more flexibility to the planning system and the North London Planning Group supported such an approach for this reason. However, a combined target poses a potential risk to the Authority, because if all the appropriate sites for facilities are taken up with commercial and industrial waste facilities, but these facilities enable the boroughs to meet their apportionment targets, then there is a risk that proposals for municipal waste only facilities may be viewed less favourably. The Inspector's report from the EiP is anticipated later in the autumn.

North London Waste Plan (North London Joint Waste Development Plan Document)

- 2.10 A separate report on the North London Waste Plan – the name now given to the North London Joint Waste Development Plan Document is included elsewhere on this agenda.

Consultation on Legal Definition of 'Municipal Waste' for Landfill Allowance Trading Scheme Purposes

- 2.11 The government has launched a consultation on a discrepancy between the definition of 'municipal waste' in the Waste and Emissions Trading Act 2003 (“(a) waste from households, and (b) other waste that, because of its nature or composition, is similar to waste from households”) and in its approach in formal guidance of waste under the control of local authorities.
- 2.12 The Government's options are to stand by its original position that there is no inconsistency, to change their guidance, or to change the Act.
- 2.13 It is important that there is certainty in the Landfill Allowance Trading Scheme, as substantial investments are being planned, and even greater fines are being threatened. It is therefore recommended that authority is delegated to the Head of Waste Strategy & Contracts and the Legal Adviser, in consultation with the Chairman, to submit a response to this consultation.

3.0 WASTE HIERARCHY OPTIONS

Waste Prevention and Reduction – Waste Prevention Implementation Plan

3.1 The following aspects the North London Joint Waste Strategy Waste Prevention Implementation Plan have been progressed since the last Authority meeting.

Re-use mapping

3.2 In conjunction with the Government Office for London (GOL) and London Community Recycling Network (LCRN), Authority officers prepared a funding bid to DEFRA to undertake a research project to identify and map re-use organisations and networks and determine their ability to expand. Feedback from the London Regional Strategic Advisory Group was that this work would be more likely to secure funding if it was a London-wide project, so the GLA was nominated to lead the project with NLWA, GOL and other appropriate organisations represented on a project steering group.

3.3 The funding bid was successful in securing £18,000 of funding to undertake the study. In addition, London Councils has committed £5,000 of funding and the project group hope to secure small additional contributions from a number of local authorities across London.

3.4 The results of this mapping exercise will be used to expand the re-use information on the www.recycleforlondon.com website by making the details of identified re-use projects available and searchable by potential users of re-use services. Currently, for example, the www.recycleforlondon.com website only contains information about Oxfam clothing shops; with the results of the mapping work uploaded also, it could contain a broader range of information e.g. about electrical and furniture re-use projects. It is hoped that this will ensure better dissemination of re-use information and will help develop new end-markets for re-used products such as furniture. The GLA has agreed to host and maintain the information.

3.5 It is planned that this project forms a first phase of a larger project to help improve the capacity of re-use organisations and networks across London.

3.6 As part of the 2007/08 budget approved by the Authority in February 2007, £10,000 was allocated to fund re-use mapping and support in North London. Although this is now a GLA project, a £500 contribution has been requested in recognition of the potential for this project to deliver on actions listed North London Waste Prevention Implementation Plan (see below) and to ensure that NLWA officers continue to have a lead role in the direction and implementation of the project and are well placed to participate in any second phase involving capacity building. It is recommended that the Authority continues to support this work-stream and makes the above contribution.

3.7 The Project will run from early September to March and will deliver on the following actions listed in the North London Joint Waste Strategy, Waste Prevention Implementation Plan:

- *Review work carried out by other disposal authorities in order to assess whether it would be useful to carry out a piece of research to identify and assess all the re-use groups in North London to identify which might want to expand and what support they require in order to do so.*
- *Identify re-use gaps (what can be re-used but currently isn't)*
 - *Gap analysis to support re-use schemes*
 - *As above but with charity shops*
- *Seek funding to run waste reduction campaigns across North London for 15 years.*

Re-use support

- 3.8 NLWA officers have been working with LCRN on options to deliver support to a targeted number of re-use projects which will improve business efficiency amongst North London re-use organisations.
- 3.9 As part of the budget approved by the Authority in February 2007, £10,000 was allocated to support re-use mapping and support. It is proposed that the £9,500 balance of that budget is earmarked for this workstream.
- 3.10 NLWA officers have received an initial project proposal from LCRN to undertake this work, and are currently considering options to progress. This project is anticipated to deliver on the following actions listed in the North London Joint Waste Strategy Waste Prevention Implementation Plan:
- *Work with re-use organisations that have sound business cases, can develop best practice, support improvements in groups to raise standards and offer matrix for success to newcomers.*
 - *Support best practice.*

Lords Science and Technology Select Committee

- 3.11 The House of Lords Science and Technology Select Committee has appointed a sub-committee to look at sustainable approaches to waste reduction. The Committee is inviting evidence on:
- Better design and use of materials
 - Business framework
 - Government policy
 - Consumer behaviour
 - Skills
- 3.12 The deadline for written submissions is 22nd October 2007. Whilst the inquiry is focused on products and processes, the Authority could respond on government policy and consumer behaviour. It is therefore recommended that authority is delegated to the Head of Waste Strategy and Contracts in consultation with the Chairman to submit a response to the consultation by the deadline date.

Waste Prevention and Reduction - Recycling and Re-use Credits

- 3.13 First quarter claims have been received from the fifteen third party organisations registered for re-use and recycling credits for the financial year 2007/08. These are currently being audited by officers. A report on the tonnages for which credits are being claimed and verified, will be reported at a future Authority meeting. However, initial indications are that claims are for less than the anticipated tonnages.

Waste Recycling and Composting - North London Integrated Compost Project

In-vessel composting facility

- 3.14 Demand placed on the in-vessel composting facility at London Waste's (the Authority's main waste disposal contractor) Edmonton Ecopark site has exceeded available capacity over the early summer months. A number of appropriately licensed alternative facilities have been used on a temporary basis in Cambridgeshire and Suffolk as a result. Work is underway to update the predictions of green garden and kitchen waste being collected by the constituent borough councils and to assess the demand for further capacity next year.
- 3.15 Although the Edmonton facility has been at capacity over the early summer, the centre has not experienced the odours of 2006. Nonetheless, LondonWaste Ltd's work progresses as they now have planning permission for a structure to cover the screening operation and 'maturation pad', the area where the new compost product is stored, until it is ready for transporting off-site.. Once constructed, compost material will be screened or stored under cover to contain any offensive odours. LondonWaste Ltd wants to have the building constructed and the odour equipment installed by the time the next growing season begins in Spring 2008.

Home and Community composting

- 3.16 At the Authority meeting on 20th September 2006, it was resolved that authority be delegated to the Head of Waste Strategy and Contracts, in consultation with the Chairman, to make the final awards of funding to community composting groups from the North London Small Grants Fund.
- 3.17 At the December 2006, Authority meeting it was reported that £12,568 had been awarded to a number of community composting projects from the Authority's £25,000 fund and following a re-promotion a further £2,665.49 was awarded in June 2007 under the above delegated authority. Table 6 below shows the full list of projects funded to date by borough.

Table 6 Projects Funded to Date from the North London Small Grants Fund

Borough	Applicant	Description of Project	Grant Awarded	Borough Total
<i>Projects Funded in December 2006</i>				
Barnet	Mill Hill Garden and Allotment Society	Allotment society which plans to construct compost bins for composting green waste instead of using a skip provided by the local authority	£700	£700
Camden	Swiss Cottage School	School for children with learning difficulties. Wish to build 2 compost bins	£450	See below
Camden	St. Michaels Church of England Primary School	Primary school which wants to buy a wormery and a compost bin to educate children, reduce waste and improve the school environment	£918	See below
Hackney	East London Community Recycling Partnership	Award winning community composting project. Request to fund publicity materials to restore participation and educate residents to encourage further recycling and composting	£1,500	£1,500
Haringey	Campsbourne School	Primary school which wants to buy 1 compost bins, 3 wormeries and kitchen caddies and some posters	£1,000	£1,000
Islington	Freightliners City Farm	City farm offering a waste collection service to local residents. Aim to increase properties served by 500 and distribute leaflets to 20,000 households in Islington	£3,500	£3,500
Waltham Forest	Forest Recycling Project	Community group promoting home composting in Waltham Forest area. Want to distribute 140 compost bins and wormeries to residents and train 100 people to compost at home.	£4,500	£4,500
			£12,568	
<i>Projects Funded in June 2007</i>				
Camden	Camden Green Fair Steering Group (REVISED APPLICATION IN ROUND 2)	Annual event held in Camden. Funding to educate visitors, supply 20 wormeries and collect organic waste from the event for composting at the LondonWaste in-vessel composting facility.	£2,665.49	£4,033.49

- 3.18 The Chairman has asked for further proposals to promote the fund so that boroughs which have had a disproportionately small amount of funding for community composting receive a share of the support. (Whilst a number of applications have been made and not supported, all these additional applications were from projects within boroughs which have already had a fair share of support, namely Camden, Islington and Waltham Forest).
- 3.19 With £9,767 remaining in the fund and some boroughs already having had their 'fair share' of support, it is recommended that the balance of funding be given directly to the following boroughs to support community composting projects to the levels below. This is based on an equal distribution of the funding remaining to the four boroughs which have not yet had their share of funding (total = £3,242 rounded up, each):

Barnet	£2,542 (i.e. £3,242 minus £700 already provided)
Camden	£0.00
Enfield	£3,242
Hackney	£1,742 (i.e. £3,242 minus £1,500 already provided)
Haringey	£2,242(i.e. £3,242 minus £1,000 already provided)
Islington	£0.00
Waltham Forest	£0.00

- 3.20 It is not proposed that Camden, Islington or Waltham Forest are awarded any further funding for community composting groups in their areas as groups in these three boroughs have already had more than an average £3,242 per borough.
- 3.21 It is also recommended that boroughs distribute funding to relevant community composting projects in accordance with the original guidelines provided for applicants, which are as follows:

1. Who can apply, or on what can boroughs spend the funds?

Small not-for-profit organisations, social enterprises, voluntary organisations and charities can apply who are operating within the borough area, (or who are working with one or more groups in the borough area) or where the benefits of the project will be felt within the relevant borough. Schools, community groups, religious organisations, and other community groups are also eligible.

NB: "small" is defined here as organisations with fewer than c.80 local employees, except schools (where no limit shall apply).

The Authority has a preference for the funds to be used for capital costs, but the boroughs have the discretion to use it on revenue items.

2. Grant size

If the funds are distributed as a grant(s) there is no minimum or maximum funding award, but applicants should note the overall size of the fund available in each borough.

3. What types of waste are eligible?

The funds can only be used for projects that are able to demonstrate that they will increase municipal organic waste composting. Household garden and horticultural waste composting and household kitchen waste composting are eligible materials.

For example the type of waste might be garden waste collected from households, organic allotment waste, or household kitchen waste. Priority should be given to biodegradable wastes from household sources. All waste must be diverted from the municipal waste stream.

Municipal waste:

“This includes household waste and any other wastes collected by a Waste Collection Authority, or its agents, such as municipal parks and gardens waste, beach cleansing waste, commercial or industrial waste and waste resulting from the clearance of fly-tipped materials.”

(<http://www.defra.gov.uk/environment/statistics/wastats/mwb0304/wbannexe.htm>)

4. Monitoring and evaluation requirements

Evidence of project spend will need to be provided in addition to estimates of material composted.

5. Waste licences

Projects must have the written approval or agreement of the Environment Agency for any project which falls within their jurisdiction, and relevant planning permission. It is advisable to find out as early as possible about possible licensing requirements for your project.

3.22 If the above proposals are supported, then each borough can then decide whether to re-promote the scheme locally with the aim of attracting further applications or whether to retain the money until suitable projects are forthcoming.

4.0 MANAGEMENT OF OTHER WASTE STREAMS

Waste Electrical and Electronic Equipment

- 4.1 Since 1st July 2007, waste electrical and electronic equipment (WEEE) has been collected for recycling free-of-charge from all the re-use and recycling centres (and from a number of additional 'designated collection facilities') within the North London area, following the introduction of the WEEE regulations in the UK. Contractual terms are being negotiated separately between the Authority and a WEEE Producer Compliance Scheme.

Tyres

- 4.2 As reported at the last Authority meeting, work has commenced on developing a specification for a new tyre contact as part of the Authority's ongoing approach towards reviewing services on a regular basis. This work will be prioritised as the new WEEE arrangements settle down.

5.0 IDENTIFYING THE BEST PRACTICABLE ENVIRONMENTAL OPTION FOR NORTH LONDON

Waste Data

- 5.1 The results of the annual update of waste flow projections have been received and reviewed by borough officers. The revised figures are now being incorporated into the procurement modelling work. The projections will form a baseline for modelling updated facility needs over time which will be required for any Authority application for PFI credits as well as for informing potential bidders for the Authority's procurement process of the Authority's forthcoming facility requirements.
- 5.2 A separate report which proposes amendments to the current method of calculating the amount of non-household waste to be charged to the constituent borough councils is included elsewhere on this agenda.

6.0 IMPLEMENTING THE BEST PRACTICABLE ENVIRONMENTAL OPTION FOR NORTH LONDON

Waste Collection Implications – Select Committee Enquiry

- 6.1 The House of Commons Committee for Communities and Local Government Inquiry into Refuse Collection has been completed and the resultant report issued. The Authority's written response to the Inquiry is referred to in the Select Committee's report. (The Authority was not called upon to give oral evidence).
- 6.2 In summary, the key conclusions of the Committee are as follows:
- Whilst it is a routine activity, for many, having their bins collected is the most important thing that local government does.
 - Responsibility for collection and disposal in England rests with around 400 different local authorities, which has resulted in a wide range of systems, both of residual refuse, and recycling and organic waste collection and management.
 - Changing systems, including the move to 'alternate weekly collection' or AWC, coupled with the wide variety of systems in existence, has left the public confused.
 - AWC systems have proved controversial, but have been adopted by about 40% of English authorities and are meant to force or encourage householders to recycle by collecting residual waste one week and recyclables the next. The Committee concludes that AWC 'plainly works' in some places, but may be equally unsuited to others; local authorities are best placed to know what will work in their local area.
 - Whilst the Government proposes to let councils operate financial incentive schemes aimed at rewarding positive recycling behaviour, the Committee says in its report, that the proposals appear complex and timid, with the rewards too small to prompt mass recycling.
 - The Committee recommends in its report that:
 - Wider research is needed to convince the public that there is no public health risk from AWC.
 - There should be a move towards a clear understandable definition of what the public may expect in terms of waste collection and recycling systems.
 - As municipal refuse represents only 9% of the total national waste stream, increasing emphasis should be placed by Government on the commercial waste sector.

7.0 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 with £300,000 from the Waste and Resources Action Programme (WRAP), involving Camden, Hackney, Enfield and Waltham Forest and led by the Authority.
- 7.2 Since the last Authority meeting the advertising campaign has been completed, a database of a series of translated words about recycling developed, the first phase of targeted 'doorstepping' campaigns in Enfield and Waltham Forest concluded and promotional support materials delivered. Feedback from a dedicated central call centre established specifically to operate for the duration of the advertising campaign is that call volumes were relatively low; the results will be reported at the end of the project. Training on how to use the translation database will take place in October, officers from all seven boroughs have been invited to attend.

Waste Education

- 7.3 Following the initial meeting on waste education, held in May at Islington's I-Recycle Centre (and reported upon at the last Authority meeting), a further meeting took place on 5th September at Camden's Regis Road, Re-use and Recycling Centre 'classroom'. The second meeting focused on developing some shared resources for delivering waste education and climate change lessons to key stage 2 (7 – 11 year old) pupils.

8.0 RECOMMENDATIONS

- 8.1 The Authority is recommended to:
- i) note that a Scoping Report for a Retrospective Strategic Environmental Assessment of the North London Joint Waste Strategy has been finalised and issued, under delegated authority as outlined in paragraphs 1.5 and 1.6 of this report;
 - ii) note the award of contracts, under the procurement framework agreement to ENTEC to conduct the next stages of the Retrospective Strategic Environmental Assessment of the North London Joint Waste Strategy and to AEA Technology, to carry out environmental scenario modelling for the same;
 - iii) approve the delegation of authority to the Head of Waste Strategy and Contracts and Legal Adviser in consultation with the Chairman to submit a response to DEFRA on the definition of municipal waste;
 - iv) support the London-wide re-use mapping project funded by DEFRA and London Councils and delivered by the GLA, and to make a £500 contribution;

- v) approve the delegation of authority to the Head of Waste Strategy and Contracts in consultation with the Chairman to submit a response to the House of Lords Science and Technology Select Committee Sub-Committee Inquiry into waste reduction;
- vi) approve the distribution of money remaining in the North London Small Grants Fund to the boroughs and to the levels outlined in paragraph 3.19, for the boroughs to distribute to groups in accordance with the guidelines outline in paragraph 3.21.

9.0 COMMENTS OF THE FINANCIAL ADVISER

- 9.1 The Financial Adviser has been consulted in the preparation of this report and has no comments to add.

10.0 COMMENTS OF THE LEGAL ADVISER

- 10.1 The Legal Adviser has been consulted in the preparation of this report and her comments are incorporated within the report.

Local Government Act 1972 – Access to information

Documents used:

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

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

A Practical Guide to the Strategic Environmental Assessment Directive, September 2005, available at <http://www.communities.gov.uk>

Draft Further Alterations to the London Plan, (Spatial Development Strategy for Greater London), GLA, September 2006

Waste Strategy for England 2007, DEFRA

Strong and Prosperous Communities, Local Government White Paper, Department for Communities and Local Government, October 2006

Making waste work in London: The Mayor's Draft Business Waste Management Strategy, Draft for consultation with the London Assembly and functional bodies, May 2007

Draft Climate Change Bill, HM Government, March 2007, Consultation Document

Draft Climate Change Bill, 13th March 2007

Draft Climate Change Bill, Partial Regulatory Impact Assessment, HM Government, March 2007

House of Commons Communities and Local Government Committee, *Refuse Collection*, Fifth Report of Session 2006-07

Our Shared Future, Commission on Integration and Cohesion, Final Report, 2007

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

Appendix 1 North London Waste Authority Response to the London Mayor's
Business Waste Strategy



**Cllr Brian Coleman AM FRSA
Chairman**

c/o London Assembly
City Hall
The Queens Walk
London SE1 2AA

Mayor of London
(Mayor's draft Business Waste Management Strategy)
Greater London Authority
City Hall
The Queen's Walk
London, SE1 2AA

16th August 2007

Making waste work in London: The Mayor's Draft Business Waste Management Strategy, May 2007

Thank you for providing us with the opportunity to respond to the consultation on the above.

The North London Waste Authority is one of the four statutory joint waste disposal authorities in London and recognises the importance of managing business waste in a sustainable manner, both as an important contribution to climate change mitigation and to minimising London's overall environmental footprint.

The Authority has reviewed the consultation draft of the Business Waste Management Strategy for the London Assembly and functional bodies as outlined above, but has decided that it will provide a full response to the public consultation due to be issued in the autumn.

In terms of providing some initial high level comments the Authority supports the Mayor of London's aspiration to see more commercial waste being recycled, particularly because much of the material, especially from shops and offices, is largely recyclable and is often of good quality and uncontaminated when separated for recycling. Business waste also makes up a large percentage of the waste stream and it is a waste of resources to see this material being disposed. The North London Waste Authority would like to see more business waste collected for recycling; there are still large quantities of high quality material being disposed by commercial organisations simply because it is often the easiest and least expensive option for them.

However, whilst the Authority is broadly supportive of the intention of the draft strategy, the Authority suggests that the next draft would benefit from including some more detail on implementation mechanisms so that consultees are given more meaningful propositions to consider and comment upon. More detail is needed before effective comments can be made.

In particular, the Authority would like to know how the London Mayor proposes that waste authorities should provide additional capacity for non-municipal wastes at recycling, composting, recovery and disposal facilities they commission. Any such additional capacity has traditionally been supplied at the risk of the private sector for good reasons, and has helped them to operate at good economies of scale as municipal waste streams have risen. To go significantly beyond this might expose publicly funded waste authorities to unreasonable risks and liabilities. It is for this reason principally that the Authority would like to see greater detail in any Proposals so that it can see if this is something it can support.

One specific suggestion for assisting publicly funded authorities to engage in managing business waste more extensively is that the London Mayor should help provide incentives for local councils to be involved in commercial waste collections. Action is also required by the Government in certain areas, requiring breweries to take back glass bottles for example, and the London Mayor could also play a key role in encouraging Government to bring in such requirements. The Authority recommends that some specific proposals such as this should be incorporated into the Mayor's Business Waste Management Strategy.

The Authority believes other Proposals are unrealistic within the current regulatory framework or without considerable change. Specifically the expectation from the London Mayor (Proposal 23) that local authorities undertake bi-annual inspections of all businesses in their locale to ensure they have a current 'Duty of Care' certificate would place an unrealistic burden on authorities and would not seem to be a practical suggestion which authorities could implement without considerable additional cost. (It is assumed that this proposal applies to collection authorities, i.e. the London boroughs).

The other proposal which the Authority believes is unworkable at present is Proposal 4, particularly the point that the London Mayor expects waste authorities to accept business waste for re-use or recycling, for free, at their Re-use and Recycling Centres. The Authority does not believe that such a service can be provided within the current regulatory framework, which requires authorities to both charge for business waste and to provide free services for householders at re-use and recycling centres. This proposal would also result in residents effectively subsidising business waste services and may lead to problems in relation to accounting for evidence of business waste tonnages recycled to meet producer responsibility requirements. As an aspiration this Proposal would clearly benefit business waste recycling and re-use rates, but without additional information about how it might be achieved, or detail regarding the steps which will be taken to make it happen, it is difficult to comment upon.

The Authority recognises that substantial change within London will only be achieved if some of the national regulations are changed and a duty imposed on businesses to manage their waste in a manner which minimises the amount which is going to landfill. The Authority welcomes the new expectation included in Waste Strategy for England, 2007, to reduce commercial and industrial waste going to landfill by at least 20% by 2010, compared to 2004, and the recognition that new facilities can be economically designed to cater for both business and non-business waste. However, it appears the Government expects producer responsibility targets, pre-treatment requirements from October 2007 and the increased landfill tax escalator to achieve this as the national waste strategy does not propose any specific new duties on local authorities at this stage in relation to business waste or to place any specific new targets on business itself. The Authority therefore suggests that it would be helpful if the Mayor's business waste strategy made some commitment to raising these issues at a national level to help secure the optimum strategic framework for London and the necessary resources for London local authorities to implement and facilitate real change. Perhaps we may need a Business Waste Recycling Act similar to the Household Waste Recycling Act requiring minimum materials separation.

On a more general level, the Authority would like to see greater emphasis on re-use within the business waste strategy, for example, support and encouragement for the brewery trade to implement a returnable system for drinks bottles which is mentioned above. There should also be a gradual move away from using a solely 'tonnage based' focus within the strategy to one which takes more account of the environmental impact of business waste, in order to allow the most ecologically damaging items in the waste stream to be removed. The Authority also remains concerned at the continuing desire of the London Mayor, as outlined in the draft strategy, to directly influence technology choices (which others have to finance), rather than simply to set strategic and environmental objectives.

Finally, a minor point is that in terms of being a reference document, the Business Waste Management Strategy would benefit from having some paragraph numbering and potentially a reference list of all the case studies.

The Strategy is however generally welcomed by the Authority, and we will engage actively in any further consultation processes prior to and within the public draft consultation, if appropriate.

The Mayor's Business Waste Management Strategy clearly also has a significant impact upon the Authority's constituent borough councils and you may receive responses from them individually.

If you require clarification on any of the points raised, please do not hesitate to contact me.

Cllr. Brian Coleman AM FRSA
Chairman, North London Waste Authority

Appendix 2 North London Waste Authority Response to the Draft Climate Change Bill



A. Lappage BA(Hons) MSc MCIWM
Head of Waste Strategy & Contracts

Lee Valley Technopark
Unit 169, Ashley Road
Tottenham N17 9LN
Tel: 020 8489 5730
Fax: 020 8365 0254
Email: post:nlwa.gov.uk
Website: www.nlwa.gov.uk

Mr Patrick Erwin
Climate Change Legislation Team
Area 4/F5
Ashdown House
123 Victoria Street
London SW1E 6DE

9th July 2007

Dear Mr. Erwin,

Ref: Consultation on the Draft Climate Change Bill

I am very disappointed that, contrary to indications previously given, your staff have since advised that the North London Waste Authority cannot submit amendments to its draft response to the above consultation (copy attached for convenience) that now include the views of elected Members representing the views of our circa 1.7 million residents from a wastes management perspective.

I am nevertheless setting out their additional comments and concerns in the hope that you will allow these thoughts into your next stage of preparations for the Bill as it will be introduced into Parliament.

Members were generally supportive of the draft Bill and the officer response from London Councils, but made the following specific comments:

1. The targets in the Bill may not be adequate for the challenge of climate change, given the Inter-Governmental Panel's recent report that a 90% reduction in CO₂ emissions would be sensible.
2. Other greenhouse gases such as methane should be tackled explicitly, as local government waste disposal authorities can make a real contribution here.
3. Local authorities' work as community leaders should be recognised and harnessed by the Bill.

4. The Committee on Climate Change should include representatives from the Local Government Association, who can speak for our unique role as service providers, procurers, emergency relief supporters and community leaders.
5. Proposals from government on energy policy should be complementary to provisions of the Bill.

Yours sincerely,

Andrew Lappage
Head of Waste Strategy & Contracts

Appendix 3 North London Waste Authority Response to DEFRA Consultation on
Financial Incentives for Recycling by Households



**Cllr Brian Coleman AM FRSA
Chairman**

c/o London Assembly
City Hall
The Queens Walk
London SE1 2AA

Mrs Claire Wilding
Head of Local Authority Waste Funding and Governance Team
Department for Environment, Food and Rural Affairs
Zone 6/F15,
Ashdown House
123 Victoria Street
London
SW1P 3JR

16th August 2007

Dear Mrs Wilding

Incentives for Recycling by Households - Consultation Response

Thank you for providing us with the opportunity to respond to the consultation on the above. NLWA is one of the six joint waste disposal authorities in England.

The Authority's response to each of the specific questions listed in the consultation is detailed in the following paragraphs.

Our response is given in the context that Haringey, one of the North London Waste Authority boroughs, was involved in the DEFRA incentives pilot, from which the following conclusions were drawn; as outlined in the review of the pilot, contained on the DEFRA website:

- The pilot incorporated four different incentives (individual Recycler of the Year award and associated Recycling Estate of the Year, prize draws for recycling, community awards for local area assemblies and charitable donations). Anecdotal evidence suggests that the community based projects generated the greatest interest.
- The amounts of money provided were substantial: three winning estates had the opportunity to receive £10,000 worth of environmental improvements on their estates and the overall Better Haringey Recycler of the Year Grand Final winner had an opportunity to win £500 for themselves plus £3,000 donated to a charity of their choice.
- The results of the pilot showed that the package of incentives offered, helped the borough to meet its statutory target of recycling 18% of household waste in 2005/06.

Subject to audit, the report says that Haringey actually achieved a household recycling rate of 20% [audited value 19.23%].

- Only 62% of the individual prize draw winners claimed their £100 prize.

You will receive a response individually from both tiers of local waste services within our area.

Question 1:

Do you agree that local authorities should have the power to introduce financial incentives for promoting recycling and reducing household waste? Why?

Yes. In principle local authorities should have the maximum freedom to do whatever is considered appropriate at the local level to promote recycling and reduce household waste, and the environmental and financial impacts thereof. This should be a power rather than a duty to allow local authorities to determine how to manage waste in their area. Government should consider if guidance based on the well-being powers contained in Section 2 of the Local Government Act 2000 and in the Waste Minimisation Act may be sufficient for local authorities to achieve the introduction of recycling and composting incentive schemes, rather than facing the lead times associated with primary legislation.

Question 2:

- a) **Do you agree that a power to introduce financial incentives would help local authorities to meet their recycling targets and their obligations under the Landfill Allowance Trading Scheme?**

Granting additional powers to Local Authorities will increase the options available to them to manage waste in their area. This additional power may help local authorities to meet their targets or may have no positive effect, but is unlikely to have a negative effect. It is important, however, that any additional power does not become a *de facto* duty if Members are forced by their fiduciary duties to make charges wherever they have the power. It is not possible to state categorically that granting this power would help local authorities to meet their targets but having the option would allow them to consider circumstances within their area.

- b) **Are there other barriers that Government could address to help authorities boost recycling and meet their obligations under the Landfill Allowance Trading Scheme?**

The range of powers available to local authorities is already quite large, and it is only the Government's promotion of 'revenue neutrality' that is requiring work on an new income stream (prospective fines) to pay for the incentive schemes, rather than this cost being raised through the Council Tax, as are promotions for other Council services such as libraries. However, if despite the introduction of incentives to recycle, paid for by penalties from those who don't recycle, individual authorities still failed to hit landfill diversion targets because of 'insufficient' participation, would the Government contemplate allowing local authorities (collection and disposal authorities together) to pass back Landfill Allowance Trading Scheme penalties to individual householders who failed to participate sufficiently in Local Authority schemes, and if so, what burden of proof regarding cause and effect might be required? At this time it is not even possible for a statutory waste disposal authority such as our own to pass the penalty back to an individual constituent borough council. The power to pass LATS penalties back to individual collection authorities and individual households responsible for a failure would capture far more attention.

Question 3:

Do you agree that a waste financial incentive with net neutral impact upon local residents (Option C) is the best of the three options outlined in paragraph 5.2?

Option A “do nothing” – Contrary to the assertion in the consultation paper, the Authority believes that additional regulations may not be necessary to introduce financial incentive schemes. The Government should consider whether this could be introduced under the existing well being powers granted to local authorities and under the Waste Minimisation Act, as at our response to Question 1 above.

Option B “localised waste charge” - The Government is concerned to give local authorities additional tools to change behaviour quickly but these measures must also be effective or will be of no value. A direct charge similar to that levied in other European countries may be considered more complicated but if it is also more effective it should be fully developed by the Government as a consultation option, especially if it remains possible for householders to avoid any penalty by purchasing minimal packaging and by participating fully in all local re-use, recycling and composting services. Charging residents for residual waste disposal is consistent with the polluter pays principle and the cost can be avoided by increased recycling.

Option C “waste financial incentive scheme with net neutral impact on local residents” - This is an innovative method of incentivising desirable behaviour, but the problem with the proposed scheme is that the increased costs of administration and enforcement are required to be recovered from the savings made by the increased recycling. This assumes that there are actually savings as a result of increased recycling and that these are sufficient to cover the increased administration and enforcement costs.

The concept that there should be a net neutral impact on local residents undermines the incentive to recycle. If the total cost of waste disposal was removed from the Council Tax and was then charged separately there may be no net increase in the cost to residents as a whole (although relative tax-paying patterns would affect this for individuals and households) who could then minimise their charge by maximising their recycling.

A further problem with the proposal is that by offering an incentive to recycle there may be a disincentive to minimise waste, so residents may choose to purchase products with extra packaging purely so that they are able to recycle it and increase their rebate.

The size of the rebate suggested in the examples given is unlikely to be a sufficient incentive to change behaviour in most households. Local authorities should have the freedom to determine the levels of payments required to effect changes in their area.

Question 4:

a) Do you agree that any financial incentive scheme should be revenue neutral?

Revenue neutrality would appear to make the scheme transparent and presentable as a totally avoidable tax. However, the proposed scheme does not allow a deduction of administration or enforcement costs from the incentive paid so this would need to be funded centrally and collected from all residents through the Council Tax and would be an additional tax burden on all residents regardless of their recycling habits. This cost should either be deducted from the costs charged or the incentive paid.

Another problem with revenue neutrality, as proposed, is that once behaviour patterns are being successfully changed amongst the vast majority of local residents, the cost of paying for this may be completely untenable in relation to the minority who are not recycling, bringing the scheme into disrepute or collapse.

If the Government insists on continuing with a form of financial neutrality, it should incorporate a provision for the effect of the landfill tax escalator on the cost of residual waste disposal in a way that meant that the saving of this could somehow be allowed for in the incentives paid to residents who were minimising their waste and re-using, recycling or composting as much as possible of what they did have.

b) Do you agree with the Government's definition of revenue neutrality?

The principle of revenue neutrality is problematic, as discussed above, and perhaps should be shifted to one of net cost neutrality, including the landfill tax imposed by Government. Further consultation options would be needed for this however.

c) Do you agree that local authorities should be free to determine the level of charges under a financial incentive scheme?

The Government is imposing a discussion of charging for waste by insisting on revenue neutrality. Costs of waste disposal are inevitably rising as a result of the landfill tax and the landfill allowance trading scheme. As discussed above, the Authority is not at all certain that charges are necessary for this, so long as the freedom to introduce appropriate incentive schemes is made clear.

If the Government does allow the introduction of charges in the way it suggests, it is important that local authorities are able to set the level of charges so that the charges can be matched to the anticipated level of rebate locally and adjusted annually to keep pace with increased levels of recycling locally. It is also imperative that this is done in a co-ordinated way between collection and disposal authorities in two-tier areas, and that consideration is given to the possibility of 'waste tourism' at the boundaries of areas with different policies.

This freedom may then allow an authority to set a very high charge for the collection and disposal of residual waste and offer a similarly high incentive payment to encourage recycling. This would however be a matter of local democratic choice and the differential between the charge and the incentive could be managed locally to achieve the results required.

It is important to note here again that if the scheme works and more residents recycle the amount that do not, and are subjected to a charge would fall. In practice this means that either the value of the incentive will fall as less charge is collected or the charge would need to increase.

Then, as a waste disposal authority, we would be concerned about the potential for an increase in the contamination of recycling and composting waste streams if these were too heavily incentivised or the residual waste stream was too heavily penalised. 'Switching off' a refuse collection service to non-payers would affect the neighbourhood too, unlike switching off other utilities. Nevertheless, it would be relatively transparent and easily understood by residents.

The final issue would be one of the Government's willingness to make local authorities into monopoly service providers with a power to charge for this service. Elsewhere Government has either created a new price regulating authority, or has opened the market up to competition. The Government's position on this matter should be made clear in any further consultation.

Question 5:

Apart from the “recycling incentive scheme” what other models might meet the aim of incentivising behavioural change without increasing the overall cost to local residents?

Alternative 1:

Similar to the Government’s variant to Option B, an alternative scheme would be to reduce Council Tax bills to residents by the amount charged for waste disposal that is not already funded by other revenue streams and then subsequently charge residents for waste collected on an individual basis. This charge would exclude the costs of collecting recyclables which would still be collected through the main Council Tax bill. Residents would then pay for their residual waste disposal in exactly the same way as they currently pay for other utilities provided by the private sector. Such a system would operate in exactly the same way as trade waste collection services currently offered by Boroughs and would integrate with these for maximum efficiency.

This approach would be consistent with the polluter pays principal in that residents would be directly charged for all of the waste they produce and could avoid the charge by increasing recycling and minimising the amounts of waste that they produce.

There would remain however issues of administration and enforcement, costs and, as noted above, the fact that ‘switching off’ a refuse collection service to non-payers would affect the neighbourhood, unlike switching off other utilities. Nevertheless, it would be relatively transparent and easily understood by residents.

Alternative 2:

A further alternative could be to purchase recyclables from residents using revenue generated from charging for waste disposal. This would positively incentivise the separation of recyclables rather than penalising their disposal.

This system would have many of the advantages described in alternative 1 and would also encourage local authorities to increase the range of materials collected due to pressure from residents who wish to increase their income by recycling more waste types.

The disadvantage of this scheme is that it would not encourage waste minimisation. However this may be a minimal problem as the opportunity for householders to minimise waste with the exception of home composting is often considered to be limited.

Concerns about the risk of contamination of recycling and composting streams and the potential build-up of residual wastes by non-payers are greater under this option, as the relative difference in cost/value to individuals is likely to be greater.

Alternative 3:

The Government could more fully consider introducing charging for waste disposal along the lines of that successfully introduced in other countries and consult on these.

Question 6:

The Government's view is that it would be essential for local authorities to have good recycling services, fly-tipping prevention and enforcement strategies and measures to help disadvantaged groups in place before introducing financial incentive schemes. Good communication with local communities before the implementation of any scheme will also be critical.

a) If the Government were to allow financial incentives, what requirement should the Government place on local authorities as regards:

i) existing recycling services – do you agree with the proposal to offer a recycling/composting service for at least 5 waste streams to any household covered by a financial incentives scheme?

No it is not necessary to specify a number of waste streams. This should be a matter for the local authority. Setting challenging statutory targets for local authorities will practically require the local authority to collect a wide range of materials so this stipulation is unnecessary.

Local authorities would also need the flexibility to introduce new schemes in stages so that they can be introduced to a small trial area and expanded gradually.

ii) waste crime strategies, and

A robust waste crime strategy is an essential part of the mix. It is necessary to improve the local environment and the additional pressure on residents to reduce their residual waste would otherwise encourage fly tipping.

To avoid strategy proliferation, however, any auditing of this requirement must be done on a pragmatic basis.

iii) disadvantaged groups?

The Government should exercise great caution in mitigating the impact on disadvantaged groups, if it decides to proceed in the way envisaged, and should demonstrate a commitment to behavioural change by taking a robust view of the possible exemptions from the requirement.

The purpose of the legislation is to change behaviour and it would be divisive to exempt large sections of the population. An allowance based on the amount of waste generated by each person in a household would remove the differential between large and small families, but may present significant administration complexities. The environmental impact of waste is the same regardless of the source and the regulations should acknowledge this. Assisted collections for people with disabilities and an exemption for medical wastes should be included.

b) How far should these issues be determined by the Government, and how far at local level?

These issues should be determined at a local level. Government should set targets for recycling and landfill diversion and allow the method of meeting these targets to be determined locally. If Government wants to give local authorities a power to charge for waste, there remain issues to be resolved through further consultation.

Question 7:

a) Do you agree that waste disposal authorities should have the power to implement financial incentive schemes?

Yes. Powers should be the same for both Waste Disposal and Waste Collection Authorities, to allow local circumstances to be best reflected. Allowing the same powers to both collection and disposal authorities would allow either party to take a lead on the matter to best suit local circumstances. As stated above however, it is essential that the two tiers co-ordinate the development and introduction of any such schemes, and that they have regard to adjoining areas' schemes.

b) If so, how could financial incentives be administered at civic amenity sites?

In order to prevent residents from avoiding the costs of residual waste disposal a rigorous scheme would ensure that all civic amenity sites that are accessible to residents of a local authority are incorporated in a scheme (and) records of how much waste is sent for disposal are kept. Details of all residents delivering for disposal to civic amenity sites would need to be recorded and differentiated from the amount of waste that is separated for recycling. These details would then need to be linked to the amounts of waste that are collected from the kerbside. A link between District run collection schemes and County run civic amenity sites needs to be established to prevent misrepresentation of the amounts of residual waste arising. This clearly would bring real additional administration costs.

It would be essential that civic amenity sites are designed and operated to separate residents delivering recyclables (at no cost) from residual waste. Residual waste could then be charged over the weighbridge to recover the costs of disposal and provide a disincentive to those residents who might be tempted to take all their waste to the civic amenity site to avoid recycling at the kerbside and thus avoiding a charge from their collection authority for not recycling at home.

In all cases however, the Government must seriously consider the likely behaviour patterns that might be incentivised, the environmental impacts of these and the enforcement costs of then keeping waste within properly managed services such as those provided by local authorities now.

Question 8:

Are there any other issues that Government needs to consider concerning financial incentive schemes?

It is important that local authorities have the widest of powers available and, as discussed already, guidance on whether well-being powers and the Waste Minimisation Act already provide these for incentives, and the Environmental Protection Act for householder enforcement. It is important however that any new charging powers are not made into duties either by statute or by formal guidance or implied fiduciary duties to use available revenue-raising powers.

Question 9:

Are there any other powers, currently not available to local authorities that would help them:

- a) **encourage greater recycling and waste minimisation by households and**
- b) **manage waste more effectively and efficiently?**

Within statutory waste disposal authority areas, and we believe in other two tier areas, the cost of failure to meet a share of the disposal authority landfill diversion targets by one collection authority would be borne ultimately by residents of all collection authorities through the levy or the County precept. Such a power would focus the attention of collection authorities. And if collection authorities in turn were ever able to pass even a proportion of this cost onto residents not recycling or composting, or if the courts were able to consider such costs when sentencing for relevant convictions (compulsory recycling evasion, littering or fly-tipping), this too may focus the minds of those not motivated by incentives.

Setting recycling targets for municipal waste rather than just household waste would encourage local authorities to provide recycling services to traders.

The Government should consider more active promotion such as the "Recycle Now" campaign.

Higher targets affecting a wider range of materials and an expansion of producer responsibility schemes should also be considered as a valuable method of increasing the diversion of waste from landfill.

Thank you once again for the opportunity to respond to this consultation and if you require clarification on any of the points raised, please do not hesitate to contact me.

**Councillor Brian Coleman AM, FRSA
Chairman**

Cc: Sarah Fisher, Local Authority Waste Funding and Governance Team

Report Ends