

**NORTH LONDON WASTE AUTHORITY**

**REPORT TITLE:**

**JOINT WASTE STRATEGY DEVELOPMENT UPDATE**

**REPORT OF:**

**HEAD OF WASTE STRATEGY AND CONTRACTS**

**FOR SUBMISSION TO:**

**AUTHORITY MEETING.**

**DATE:**

**28<sup>th</sup> April 2004**

**SUMMARY OF REPORT:**

This report brings Members up to date with progress on the development of a joint municipal wastes management strategy for the Authority area, in particular the commencement of the Stakeholder Dialogue and the programme for finalisation of the strategy in partnership with the Constituent Boroughs. The report also highlights principal actions for the Authority that arise from the current draft strategy. It is considered prudent to start developing a provisional approach to the implementation of the final strategy that will be ready by September, subject to all agreed changes arising from the Stakeholder Dialogue. Finally, the report seeks approval for two bids submitted to the London Recycling Fund in March, one for an Integrated Compost Project and the other for Building Partnerships in the Community Sector.

**RECOMMENDATIONS**

The Authority is recommended to: -

- (i) Note the progress of the Stakeholder Dialogue;
- (ii) Note the requirement for a Special Meeting of the Authority on 28<sup>th</sup> July 2004 to consider approving the final draft of the strategy as acceptable for submission to the Greater London Authority;
- (iii) Nominate a Chair and Deputy for the Strategy Implementation Board;
- (iv) Agree to fund up to £25,000 to support the North London Community Compost Network element of the North London Integrated Compost Project bid to the London Recycling Fund (if, in the view of the Head of Waste Strategy & Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Integrated Compost Project to be viable);
- (v) Agree funding to a level limited by the current recycling credit already provided for in the 2004/5 draft budget to support the development of an In-vessel Compost Facility as part of the North London Integrated Compost Project bid to the London Recycling Fund (under a variation to the Main Disposal Contract with LondonWaste Limited and if, in the view of the Head of Waste Strategy & Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Integrated Compost Project to be viable); and
- (vi) Agree to fund approximately £6,000 in the 2004/5 year and approximately £12,000 in 2005/6 to support the continuation of the North London Recycling Forum in the current format for 18 months from September 2004 (if, in the view of the Head of Waste Strategy & Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Community Sector Building Partnerships Project to be viable)

**Signed by: Head of Waste Strategy & Contracts**

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**Date:**.....

## **1. BACKGROUND**

- 1.1 The Government published guidance in March 2001 indicating that it expected a Joint Municipal Wastes Management Strategy to be developed between Waste Disposal Authorities and their constituent Waste Collection Authorities.
- 1.2 The Mayor's Municipal Waste Management Strategy (September 2003) states that the four statutory waste disposal authority areas should each produce a joint strategy within 12 months of the publishing of the Mayor's own strategy, demonstrating how the authorities within the area will work together and work with other key stakeholders to deliver the Mayors' strategy.
- 1.3 The Waste and Emissions Trading Act 2003, (the subject of a report elsewhere on this agenda), requires (amongst other things) the production of a joint municipal waste management strategy in two tier areas i.e. where there are Waste Collection Authorities and a Waste Disposal Authority, as is the case in North London, within eighteen months of the passing of the Act unless the Secretary of State directs otherwise.
- 1.4 Between December 2001 and September 2002, the Boroughs and the Authority formally adopted joint Aims and Objectives, established a Strategy Project Board of Officers and began gathering information needed for the development of a Joint Waste Strategy.
- 1.5 Five Cabinet Member Seminars were held between March 2003 and January 2004, during which Cabinet Members from each of the constituent Boroughs and the Chair of the Authority (or their nominated deputies) considered the strategic options for waste management in North London, agreed scenarios and evaluation criteria to conduct a Best Practicable Environmental Option appraisal, reviewed the results of this appraisal, agreed draft wording for an internal draft of a strategy document and revised wording for an external draft to be issued for stakeholder dialogue.
- 1.6 The Authority reviewed the internal draft document at its meeting on 17<sup>th</sup> December 2003, approving the draft and delegating authority to the Head of Waste Strategy and Contracts to agree any changes for the external draft identified at the 27<sup>th</sup> January 2004 Cabinet Member Seminar in consultation with the Chair of the Authority. Minor clarifications to the wording of the document were agreed at this meeting and an external draft document finalised for stakeholder dialogue.

## **2. STRATEGY DEVELOPMENT**

- 2.1 The Stakeholder Dialogue has now commenced in accordance with the process agreed at the 27<sup>th</sup> January 2004 Cabinet Member Seminar. The agreed Stakeholder Dialogue process consists of five phases as follows:

1. A technical review by key stakeholders
  2. A public qualitative review (through workshops)
  3. A public quantitative review (through questionnaire responses)
  4. A stakeholder review by North London Recycling Forum members
  5. A Stakeholder Dialogue Event to address key issues raised by stakeholders
- 2.2 The specialist consultant MORI have been appointed by the Authority on behalf of the partners preparing the Joint Waste Strategy to conduct the stakeholder dialogue following a competitive tendering exercise at an expected cost of £31,675 plus VAT. This cost may increase slightly if the number of responses received during the stakeholder dialogue exceeds current expectations.
- 2.3 Production of the external draft publicity documents - procured by the L.B. Camden on behalf of the Authority - took longer than expected with the result that the Stakeholder Dialogue commenced a month later than envisaged. The programme for the Stakeholder Dialogue has therefore been adjusted to ensure that the requirement to submit a joint waste strategy to the Mayor by the September 2004 deadline is met whilst still giving ample time for stakeholder response and review by the Partner Authorities. The total cost of producing the publicity documents and website for the external draft strategy is as anticipated to be approximately £25,000. This cost may increase slightly if the number of responses received during the stakeholder dialogue exceeds current expectations.
- 2.4 Key stakeholders were identified in consultation with Technical Officers to take part in the Technical Review a list of those who are being consulted is attached as Appendix A to this report. The Technical Review will enable the key stakeholders to challenge the detailed methodology of the draft strategy and its implications beyond North London. Responses to the Technical Review will be received by MORI and this phase of the Stakeholder Dialogue closes on 21<sup>st</sup> May 2004.
- 2.5 Two Public Review Workshops will be conducted by MORI to investigate the public response to the approach taken within the draft strategy. One workshop will concentrate on residents of properties of multiple-occupancy and one on residents in single property households to investigate if this key division of housing type in North London has any effect on the responses of residents to the draft strategy. The two workshops are proposed for Saturday 8<sup>th</sup> and 15<sup>th</sup> of May 2004 and will take place at the Islington Voluntary Resource Centre.
- 2.6 Each Partner Authority has been issued with 10,000 promotional flyers to distribute in locations likely to attract public interest with the intention of encouraging public requests to review the draft strategy document or a summary and completion of a quantitative public stakeholder response form. A website has been developed to enable easy access to the draft strategy document including translations of a summary document into the 10 most commonly used languages within the North London area, large print and audio formats. Promotional press releases have been developed to enable Partner Authorities

to attract further publicity for the stakeholder dialogue. Public responses are requested before 31<sup>st</sup> May 2004.

- 2.7 Following a presentation to the North London Recycling Forum on 2<sup>nd</sup> February 2004, representatives have been sent the draft strategy summary document and feedback forms to encourage a review of the local implications of the draft strategy for waste management companies and community organisations with an interest in sustainable waste management in North London. Responses to this phase of the Stakeholder Dialogue are requested by 21<sup>st</sup> May 2004.
- 2.8 The results of the technical, public and North London Recycling Forum reviews will be collated and interpreted by MORI to identify key issues of interest, clarification and / or concern raised by stakeholders. These key issues will then be reviewed in detail at a Stakeholder Dialogue Event proposed for Monday 21<sup>st</sup> June 2004 at the Methodist International Centre in Euston.
- 2.9 MORI will then prepare a report on the Stakeholder Dialogue for consideration by all the Partners preparing the North London Joint Waste Strategy at a Cabinet Member Seminar proposed for 5<sup>th</sup> July 2004 at the Methodist International Centre in Euston. Further revisions to the draft strategy may be necessary at this stage.
- 2.10 The meeting of the North London Waste Authority on 7<sup>th</sup> July 2004 will then be able to consider approval of the final draft of the strategy before it is submitted to the Greater London Authority in time for the September 2004 deadline. Other Partner Authorities will be considering the final draft to the same timetable.

### **3.0 STRATEGY IMPLEMENTATION**

- 3.1 It is considered prudent to start developing a provisional approach to the implementation of the final strategy that will be submitted to the Greater London Authority by September 2004. In preparing for strategy implementation, the Authority must be mindful of the possibility of revisions arising from the Stakeholder Dialogue.
- 3.2 Chapter 8 of the external draft strategy proposes the establishment of a Strategy Implementation Board of elected Members from each Partner Authority with responsibility for monitoring, reviewing and co-ordinating the implementation of the Strategy served by a team of senior officers forming a Strategy Implementation Team. The external draft strategy proposed that the Strategy Implementation Board will also be responsible for monitoring developments in legislation, changing public and political priorities and opportunities for new initiatives, recommending modifications to the strategy at regular planned reviews, the first of which is suggested for 2005/6.
- 3.3 The external draft strategy proposes that the Authority should continue as lead Authority during implementation of the approved Strategy and that the Chair of the Strategy Implementation Board should represent and be nominated by the Authority. It is proposed that the Authority nominate a Chair and a deputy for the Strategy Implementation Board to enable the representative to be present at the

Cabinet Member Seminar on 5<sup>th</sup> July and to be responsible for ensuring a smooth transition from strategy development to implementation.

- 3.4 Appendix 3 of the external draft strategy summarises the strategy implementation actions to be co-ordinated by the Strategy Implementation Board. The key short-term (here taken to mean 2004/5 - 2005/6 as opposed to on-going commitments) implementation actions are highlighted as Appendix B of this report.
- 3.5 Members attention is drawn in particular to the need for early work on preparation of a North London Waste Local Plan (3E) and planning, developing and delivering the recycling and compost facilities required for North London (4J1) due to the long lead-in times that may be associated with the successful implementation of these commitments.
- 3.6 It is proposed that the nominated Chair of the Strategy Implementation Board liaise closely with the Head of Strategy and Waste Contracts in advance of the Cabinet Member Seminar on 5th July 2004 to discuss proposals for progressing the implementation actions to present to the Cabinet Members.

## **4. PROJECTS**

### Joint Projects submitted to the London Recycling Fund

- 4.1 At the 11<sup>th</sup> February 2004 meeting, Members agreed to delegate authority to the Head of Waste Strategy and Contracts in consultation with the Chair to submit a bid to the London Recycling Fund for an in-vessel compost facility and / or an awareness bid, possibly in partnership with the North London boroughs, LondonWaste Limited and/or London Community Recycling Network.
- 4.2 A North London Integrated Compost Project bid was prepared in partnership with all the North London Boroughs, London Community Recycling Network, seven North London Community Compost organisations and LondonWaste Limited. The bid was submitted to Round 8 of the London Recycling Fund in March.
- 4.3 The Project bid comprises three key elements; a North London Community Compost Network, collection infrastructure for kerbside collections of organic materials for 125,000 households within five North London Boroughs and a 30,000 tonne in-vessel composting facility to be located at the LondonWaste Limited site in Edmonton.
- 4.4 The Community Compost Network would involve the London Community Recycling Network providing support to develop a network of North London volunteer "master composters" - experts in home composting who can spread good practice locally. In addition, the network would support North London local authorities in obtaining external funding for home and community compost projects and develop a "resource service" that North London community compost groups could call upon for best practice advice.

4.5 If the bid is successful the Authority would be committed to contributing up to £25,000 to match pound-for-pound any sum up to this amount awarded by the London Recycling Fund to form up to £50,000 for a North London Community Composting Fund. This Fund would enable North London community compost organisations to bid to the Community Recycling and Economic Development (CRED) Fund to support compost projects (in partnership with and in the interests of the Authority) and to use the North London Community Composting Fund as match funding for up to £500,000 of new external funding allowed under the CRED fund maximum ratio of £1 match funding required for each £10 of funding sought. The Authority is also required to consider the possibility of third-party recycling credit claims from such projects for each tonne of waste composted. The total amount requested from the London Recycling Fund for this element of the project is £118,447.

4.6 The Collection Infrastructure element of the project is led by the London Borough of Barnet, who are seeking the largest element of funding and require the highest outputs from the project. A summary of the Collection Infrastructure bid is given below:

<b>Borough</b>	<b>Bid details</b>	<b>Revenue bid</b>	<b>Capital bid</b>
L.B. Barnet	6 collection vehicles and most initial collection costs	£1,075,112	£750,000
L.B. Hackney	1 collection vehicle (Round 9 application)	£125,000	-
L.B. Haringey	4 collection vehicles and some initial collection costs	£364,000	£660,000
L.B. Islington	1 collection vehicle and some initial collection costs	£175,365	£152,100
L.B. Waltham Forest	1 collection vehicle (Round 9 application)	£125,000	-
<b>Total</b>		<b>£1,864,477</b>	<b>£1,562,100</b>

4.7 The third element of the project bid proposes the development of a 30,000 tonne per annum in-vessel compost facility at the LondonWaste Limited site in Edmonton. This facility would have sufficient capacity to enable the participating Boroughs to meet their anticipated 2005/6 statutory compost standard requirements and thereby contribute significantly to the Authority's achievement of its own statutory target.

4.8 LondonWaste Limited have secured assurances from the relevant authorities in relation to the planning, licensing and animal by-products requirements relating to the proposed facility. The chosen technology - from Agrivert Limited - is operationally proven in Germany and very similar technology is already operated by a company in Cambridgeshire. Markets for use of the compost produced by the process have also been identified by LondonWaste Limited.

- 4.9 The Authority and LondonWaste Limited have agreed outline contractual arrangements for the new facility, which can be procured under variation provisions within the current main Waste Disposal Contract between the parties. To secure the supply of material from the participating Boroughs, it is proposed to employ powers of direction (with the consent of the parties involved), that are expected within forthcoming regulations that will enact the Waste and Emissions Trading Act (2003). It is also hoped to use these regulations to enable the Authority to pass an element of the difference in saving between the recycling credit and the cost of providing the in-vessel facility to participating Boroughs to contribute to the costs of collecting the material.
- 4.10 The capital cost of the project is estimated to be £5.712 million of which £1.7 million is being sought from the Fund. The revenue cost in the first year of operation is expected to be approximately £857,356. The capital and revenue elements would be converted into a per-tonne gate fee charge to the Authority which can be funded from revenue at a level limited by the current recycling credit already provided for in the 2004/05 draft budget; i.e. there will be no additional cost to the Authority.
- 4.11 The Authority would take a leading role in the project management of the project if the bid is successful. LondonWaste Limited anticipates that the facility could be available for the start of the 2005/6 financial year which is also a statutory recycling and composting standard target year.
- 4.12 The Authority also submitted a second bid to Round 8 of the London Recycling Fund in partnership with the London Community Recycling Network entitled "North London Community Sector Building Partnerships". This project would involve the appointment of community sector specialists to develop good practice and assist North London community group members of the North London Recycling Forum in communications, funding support and sector specific advice on re-use and estates recycling. The total project bid is for £200,037 of which £1,120 is capital funding.
- 4.13 If successful, the Authority would be asked to fund approximately £6,000 in the 2004/5 year and approximately £12,000 in 2005/6 to support the continuation of the North London Recycling Forum in the current format for 18 months from September 2004, this being the Authority's 50% contribution to supporting the cost of hiring a venue, facilitator and co-ordinator for the Forum.
- 4.13 A recommendation concerning the success or otherwise of the two bids is expected from the London Recycling Fund Panel shortly and the Head of Waste Strategy & Contracts will provide a verbal update if such information is available. It is proposed that authority be delegated to the Head of Waste Strategy & Contracts in consultation with the Chair of the Authority to review any funding awarded by the London Recycling Fund to consider whether each project remains viable. The recommendation from the London Recycling Fund Panel is then considered by the London Waste Action Board before funding is allocated.

## 5. RECOMMENDATIONS

Members are therefore recommended to:

- (i) Note the progress of the Stakeholder Dialogue;
- (ii) Note the requirement for a Special Meeting of the Authority on 28<sup>th</sup> July 2004 to consider approving the final draft of the strategy as acceptable for submission to the Greater London Authority;
- (iii) Nominate a Chair and Deputy for the Strategy Implementation Board;
- (iv) Agree to fund up to £25,000 to support the North London Community Compost Network element of the North London Integrated Compost Project bid to the London Recycling Fund (if, in the view of the Head of Waste Strategy & Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Integrated Compost Project to be viable);
- (v) Agree funding to a level limited by the current recycling credit already provided for in the 2004/5 draft budget to support the development of an In-vessel Compost Facility as part of the North London Integrated Compost Project bid to the London Recycling Fund (under a variation to the Main Disposal Contract with LondonWaste Limited and if, in the view of the Head of Waste Strategy & Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Integrated Compost Project to be viable); and
- (vi) Agree to fund approximately £6,000 in the 2004/5 year and approximately £12,000 in 2005/6 to support the continuation of the North London Recycling Forum in the current format for 18 months from September 2004 (if, in the view of the Head of Waste Strategy and Contracts in liaison with the Chair of the Authority, sufficient funding has been awarded by the London Recycling Fund for the North London Community Sector Building Partnerships Project to be viable).

## 5. COMMENTS OF THE FINANCE OFFICER

- 5.1 The report identifies the costs of undertaking the stakeholder dialogue and publicity documents to be in the region of £56,675. There is sufficient provision contained in the 2004/05 approved budget to meet these costs.
- 5.2 The report also seeks approval to fund up to £25,000 in respect of the North London Integrated Compost Project in relation to community composting, and to provide further financial support to the North London Recycling Forum within the Building Partnerships bid at a cost of c £6,000 in 2004/05 and c£12,000 in 2005/06. The proposed costs for 2004/05 can be met from the approved budget; a further sum of c£12,000 will need to be provided for in the 2005/06 budget.

## **6. COMMENTS OF THE LEGAL ADVISER**

6.1 The comments of the Legal Adviser have been incorporated into the report.

### **Local Government Act 1972 – Access to information**

Guidance on Municipal Waste Management Strategies, DETR, 13/03/01

Authority report of: 17/12/03, 11/2/04

External Draft North London Joint Waste Strategy - February 2004

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## Appendix A - Stakeholder Dialogue Technical Review Consultees

Name	Title	Organisation
Shirley Rodriguez	Head of Policy	Association of London Government
Colin Russell	Waste Disposal Superintendent	Corporation of London
Paul Tibbles	Performance Tracking Manager	DEFRA, Waste Implementation Programme
Tony Jarvis	Executive Director	East London Waste Authority
Andy Bond	Managing Director	ECT Recycling Limited
Alan Woods	Chief Executive	ENCAMS
Viv Stewart	Partnerships Team Leader	Environment Agency
John Gilbert	Head of Services for Environment	Epping Forest District Council
David Tuthill	Waste and Capital Projects Manager	Essex County Council
Katherine Higgins	Principal Policy Adviser (Waste)	Greater London Authority
Ray Greenall	Head of Waste Management	Hertfordshire County Council
Ron Higgins	Head of Paid Services	Hertsmere District Council
Chris Murphy	Deputy Chief Executive	Chartered Institute of Wastes Management
Tony Talman	Principal Waste & Recycling Officer	London Borough of Brent
Peter Gay	Support Manager	London Borough of Newham
Matthew Homer	Recycling Officer	London Borough of Redbridge
Ben Metz	Director	London Community Recycling Network
Hugh Carr Harris	Chief Executive	London Remade
Colin Roberts	Chief Executive	London Waste Action
David Sargent	Managing Director	LondonWaste Limited
Austin Willett	Chair	North London Recycling Forum
Amanda Gascoyne	Manager	Shanks Waste Solutions
Jean-Claude Sartenaer	Project Director	Sita UK Limited
Richard Hobbs	Head of Waste Management	Wandsworth Council
Barbara Herridge	Director	Waste Watch
Mike Nicholls	General Manager	West London Waste Authority
Colin James	General Manager	Western Riverside Waste Authority

## **Appendix B - Short-term (2004/5 - 2005/6) Draft Strategy Implementation Actions**

- 3.E *The North London Partner Authorities will jointly develop a draft North London Waste Local Plan for consultation at an early stage within the period of this strategy.*
- 4.A1 *The Partner Authorities would welcome greater incentives from Government to minimise waste and will lobby Government to achieve this.*
- 4.A2 *The North London Partner Authorities will actively support Business Networks encouraging waste prevention and minimisation amongst local businesses.*
- 4.A3 *The North London Partner Authorities will seek external funding support to conduct a packaging waste prevention campaign with local manufacturing companies.*
- 4.B1 *The Partner Authorities will seek external funding to run a waste reduction public awareness campaign across North London throughout the period of this Strategy.*
- 4.B4 *The Partner Authorities will consider the opportunities presented by offering incentives and rebates to residents for reducing waste and will review the need for direct and differential charging for waste during the implementation of this strategy.*
- 4.C2 *The Partner Authorities will continue to support bids for external funding of re-use services and will seek to develop a means of rewarding effective re-use services directly, possibly through introduction of a re-use "credit", equivalent to the avoided or deferred cost of disposal.*
- 4.D1 *The Partner Authorities will provide a concerted and on-going promotional campaign to encourage home composting throughout the period of this strategy, offering residents purpose built bins at subsidised rates and providing support to residents wishing to compost at home.*
- 4.E *The Partner Authorities will actively support appropriate community compost projects in North London, particularly where these contribute to statutory compost targets, through patronage of bids for external funding, direct support and through payment of third party recycling credits.*
- 4.J1 *The Partner Authorities will work together to plan, develop and deliver the recycling and compost facilities required for North London throughout the period of this Strategy and will seek the development of these facilities within the North London area in accordance with the proximity principle.*
- 5.A1 *The Partner Authorities will continue to share information and best practice on abandoned vehicle arisings to ensure an integrated approach to provision of inspection, collection and disposal services across North London.*
- 5.A3 *The Partner Authorities will encourage the introduction of Authorised Treatment Facilities in appropriate locations in North London, will ensure that the general*

*public are encouraged to use them appropriately and will seek to secure sufficient facilities within the proposed North London Waste Local Plan.*

- 5.J3 The Partner Authorities will review the best approach for collecting household hazardous waste at Re-use and Recycling Centres*
- 5.N2 The Partner Authorities will work with relevant parties to ensure that, if successful, the London Olympic Bid organisers minimise waste arisings and then maximise recycling and then recovery of energy value from all wastes generated by the event*
- 5.O The Partner Authorities undertake to work with relevant stakeholders to meet any statutory requirements imposed on local authorities under the regulations that implement the European Waste Electrical and Electronic Equipment Directive.*
- 7.D1 The Partner Authorities will work together, through the auspices of the North London Waste Authority to deliver the recycling and composting facilities required in the period of the current waste disposal contract.*
- 8.A The Partner Authorities are committed to an on-going Public Awareness Campaign throughout the period of this Strategy and undertake to coordinate their respective contributions to this campaign.*
- 8.B2 The Partner Authorities will consider developing a Waste Community Compact in partnership with the Community Sector to build trust and encourage further involvement of this sector in implementing this Strategy.*
- 8.G1 The Partner Authorities will establish a Strategy Implementation Board of elected Members with responsibility for implementing, monitoring and reviewing this Strategy.*
- 8.G2 The Partner Authorities undertake to regularly review and update the Strategy in line with the reviews proposed for the Mayor's Municipal Waste Management Strategy. The first review will take place in 2006.*

**Report Ends**