

London Borough of Southwark

Draft Waste Management Strategy

19 November 2002

Executive summary

The London Borough of Southwark is a unitary authority and is responsible for collection, treatment and final disposal of all municipal waste within its area. The strategy addresses the period 2003/04 – 2005/06 in detail, together with the principal actions that will need to be taken for the years 2007-10 and 2010-2021.

The challenges that Southwark faces:

- pressure from the European Union (EU) and the UK Government means that reliance on landfill cannot continue at its current level
- new legislation to deal with (eg ELV, WEEE, hazardous waste, batteries, incineration directive)
- more waste must be recycled, composted or used in energy recovery schemes
- waste arisings are increasing year on year, and the costs of waste management are rising
- the disposal options for London are particularly acute with limited landfill space beyond 2007
- doing nothing is not an option.

Volume of waste and composition

In total, the Council handled 131,858 tonnes of municipal waste in 2001-2. Of this 71% was transferred to landfill sites and 29% was incinerated. A total of 103,777 tonnes of household waste was handled. The household recycling rate was 3.6%.

The Council collected from 114,700 properties as part of the domestic refuse collection service, of which 45,000 (39%) are on wheeled bin collection, 62,307 (54%) on paladins and the remainder (6%) on a mixture of roll-on/roll-off and domestic skips.

Principles and objectives of the strategy

'Southwark Council will strive to provide an efficient, sustainable and cost-effective operation for the disposal of all controlled waste arising within the Borough through its continued commitment to the principles of sustainable development, Best Value and the waste hierarchy.'

The Principles on which the strategy are based are to:

- reduce total waste arising through the promotion of waste minimisation
- recover value from waste materials that would otherwise be disposed of in landfill
- minimise the social, environmental and financial impact of waste management.

The successful strategy will:

- Encourage and enable the community to participate in diverting their own recyclable household waste in sufficient numbers and quantities to achieve performance targets.
- Provide appropriate systems and excellent service standards to meet the expected outputs in terms of quantities of materials, quality of collected recycle and levels of participation.
- Guarantee long-term outlets for collected materials and commit to progressing best value.

Key Objectives of the strategy;

- Options for waste management operations will be considered based on the waste hierarchy namely;
 1. Reduction
 2. Reuse
 - 3(a) Recovery (Recycling/Composting)
 - 3(b) Recovery
 - 4 Disposal
- With challenging targets to meet, the Council has set waste reduction as a primary aim to limit the growth in Municipal Solid Waste arisings to 2% per year.
- The strategy proposes the following targets for recycling of household waste and recovery of value for Municipal Solid Waste;

Year	Recycling/Composting Level Household Waste	Recovery of value Level Municipal Solid Waste
2003/04	10%	35%
2004/05	14%	37.5%
2005/06	18%	40%
2010/11	30%	45%
2015/16	40%	67%
2020/21	50%	75%

- Essential to the long term target future of waste management in Southwark is providing suitable infrastructure, therefore it is proposed to establish a new waste management facility either in or close to the borough that meets the assists in achieving the targets the Council has set itself
- The strategy is a live document that will be subject to regular review and updating. Reviews will be undertaken annually in line with fundamental reviews in line with the three phases:

- Phase 1: 2003/04 – 2005/06 establishment of new systems, begin public information campaign, establish contractual arrangements to facilitate new waste facility
- Phase 2: 2007 – 2010 expansion and modification of systems established, expansion of waste minimisation campaign, establish new waste management facility
- Phase 3: 2011 – 2021- Consolidation and expansion of existing schemes and facilities, further promotion of waste minimisation and reuse

Each review will assess the progress against targets, the effectiveness of specific initiatives (eg kerbside, bring) and options for modification and the introduction of new systems.

1. Background

1.1 Location

Southwark is an inner London borough of approximately 2876 hectares. It shares borders with the London Borough of Lambeth to the west and the London Borough of Lewisham to the east. Crystal Palace forms the most southern tip of the Borough where the London boroughs of Lewisham, Lambeth, Croydon and Bromley all border with Southwark. The River Thames forms the northern border of the Borough with crossings linking Southwark to Tower Hamlets and the City of London.

1.2 Population

The 1991 census recorded a population for Southwark of 227,193. Current estimates place this figure at around 243,000, which is projected to rise by a further 12% by 2021 to 272,000 (Figure 1). The number of households has risen since the last census from 104,684 in 1991 to 114,700 in 2001.

Figure 1: Population trends 1991 - 2021

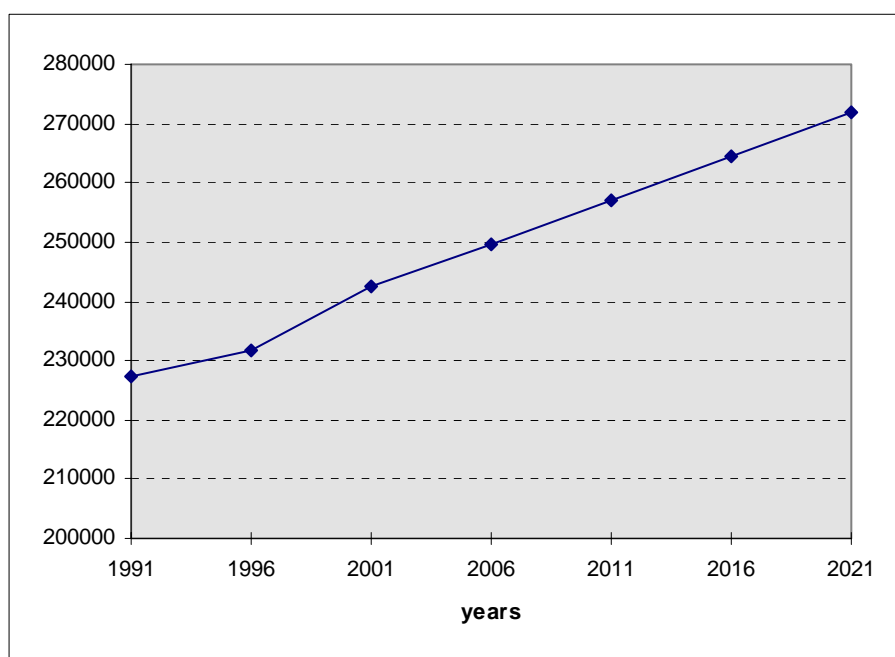


Table 1 shows the population change by ward. Between 1996 and 2001 the wards that experienced significant increases were Abbey, Cathedral and Chaucer in the north west of the Borough, and Dockyard and Rotherhithe in the north east. The highest increase was experienced in Friary (18%) and the neighbouring ward of Liddle had the highest decrease (19%). Changes at this level are not expected to continue but increases are projected for Abbey and Friary and at a lower level in other wards.

Besides the resident population, there is a substantial influx in daytime visitors to the Borough (eg business employees and tourists). To service this population, there has been an escalation in the hospitality sector (eg food outlets, fast food takeaways and hotels) over the past decade. This has been particularly evident in the regeneration of the north of the Borough.

The population make-up of Southwark, and any increase, the influx of day visitors and the development of the related hospitality sector all have impacts on waste management in the Borough and have to be planned for in the strategy.

Table 1: Projected population change by ward 1996 - 2011 (%)

	1996-2001	2001-2006	2006-2011
Abbey	14	10	6
Alleyn	-3	3	3
Barslet	3	6	5
Bellenden	-5	0	1
Bricklayers	1	0	1
Browning	4	3	4
Brunswick	1	3	4
Burgess	6	6	5
Cathedral	16	4	1
Chaucer	19	5	4
College	-3	0	1
Consort	6	6	6
Dockyard	19	1	0
Faraday	2	3	4
Friary	18	7	7
Liddle	-19	1	7
Lynnhurst	6	2	2
Newington	-3	1	2
Riverside	9	4	0
Rotherhithe	10	4	4
Ruskin	-1	2	3
Rye	0	2	3
St Giles	1	1	2
The Lane	4	5	4
Waverley	7	5	5

1.3 Housing

Owner occupancy of housing in Southwark is relatively low compared to outer London boroughs and is currently estimated to be in the region of 30%. Of the remaining housing, Southwark Council owns almost 70% with the rest split between private landlords and housing associations. It is estimated that over 50% of the Borough population live in purpose-built, multi-occupancy dwellings including high rise blocks, medium rise slab blocks and mansion buildings. The mansion blocks were built mostly in the interwar years and the slab blocks in the 1960s and 1970s. The majority of these buildings have shared refuse disposal systems using a resident fed chute.

At present a number of major regeneration programmes based within the Borough are replacing traditional high-density housing estates with lower density housing types. It is, therefore, expected that the housing split within the Borough will change dramatically over the coming years.

1.4 Development areas

The Urban Development Plan (UDP) for Southwark has identified opportunity areas where major changes are possible and desirable to help meet London's strategic objectives. Two areas are identified as requiring special policies.

Elephant and Castle will undergo major redevelopment in the coming years to take advantage of its important position as a transport interchange on the southern boundary of central London. It will also be one of the main areas for population growth and services to the population - especially higher education. The retail centre at the Elephant and Castle may expand significantly so that its position in the hierarchy of town centres in London changes from being a 'district centre' to a 'major centre'.

London Bridge contains a number of development opportunities of London-wide strategic significance. Sensitive intensification rather than brownfield renewal will be the greatest source of development capacity across a number of relatively small sites.

As well as the two opportunity areas, the UDP identifies a number of major centres for development:

- Camberwell Green
- London Bridge and Borough High Street
- Lordship Lane and Dog Kennel Hill
- Peckham
- Surrey Quays and Canada Water
- Walworth Road and East Street.

Major improvements in transport infrastructure in Southwark (eg Jubilee Line, London Tram, Thameslink 2000, East London Line Extension) will also have an impact on development by attracting investment, and providing better access from other parts of the Borough. These and other regeneration factors provide the context for further development in the Borough and all have implications for waste management.

1.5 Waste management - the challenge

The London Borough of Southwark is a unitary authority and is responsible for collection, treatment and final disposal of all municipal waste within its area. The current waste disposal contract with WRG will be extended until 31/3/04. Similarly, the waste collection contract with Southwark Internal Services, and the contracts for recycling collections have all been extended. The Council expects to tender for collection, disposal and recycling services as a unified contract in 2003.

The strategy addresses the period 2003/04-2005/06 in detail, together with the principal actions that will need to be taken for the years 2007-2010 and 2011-2021.

The challenges that Southwark faces are:

- low levels of recycling that are not keeping pace with changes in waste arisings
- waste arisings increasing unsustainably
- rising costs of waste management

- pressure from the European Union (EU) and the UK Government to reduce reliance on landfill
- disposal options for London that are particularly acute with limited landfill space beyond 2007
- more waste must be recycled, composted or used in energy recovery schemes
- ambitious targets for London contained in the Mayors strategy
- new legislation requiring increasing segregation of waste (eg directives on landfill, end of life vehicles (ELV), waste electrical and electronic equipment (WEEE), hazardous waste, batteries, incineration)
- doing nothing is not an option.

1.6 Legislative background

There is no statutory requirement, yet, for production of a waste strategy by Southwark. This strategy is written within the land-use policy framework for waste taking into account:

- waste hierarchy, proximity principle and the Best Practical Environmental Option (BPEO), that the planning authority must take into account when preparing development plans
- general principles of environmental protection and consideration of impact on amenity in specific waste planning applications.

The strategy is written in the context of the Unitary Development Plan (UDP), the recycling plan (revised 2000) and Best Value requirements. Planning policy guidance on waste management in England is set out in Planning Policy Guidance Note 10 *Planning and Waste Management* (PPG10). Amongst other things, it provides general advice for site selection and matters, which need to be taken into account when preparing waste development plans and considering planning applications for waste management facilities.

2. Principles of the strategy

2.1 Aims

The mainstay of sustainable waste management has been the concept of the waste hierarchy. First mentioned in the Department of the Environment (DoE) Waste Management Paper Number 28 - 'Recycling', the hierarchy formed the linchpin of the DoE's white paper 'Making Waste Work', which was published in December 1995. The principle of the waste hierarchy was to list the preferred options for disposal of waste where one is the most preferred and four the least.

Option 1 - Reduction

Option 2 - Re-use

Option 3 - Recovery Recycling

- Composting

- Waste to Energy (Incineration)

Option 4 - Disposal

Southwark Waste Management Strategy

This hierarchy formed the basis of Southwark's first waste recycling plan in 1992. In March 1998 the Government produced a consultation paper 'Less Waste More Value', which asserted a desire to revise this hierarchical strategy for achieving sustainable waste management. The new format clearly states that *'incineration with energy recovery should not be undertaken without consideration first being given to the possibility of composting and material recycling'*. This new strategy takes the following format:

Option 1	Reduction	
Option 2	Re-use	
Option 3a	Recovery	Recycling/Composting
Option 3b	Recovery	Incineration with energy recovery
Option 4	Disposal	

This hierarchy encompasses the three key aims of sustainable waste management throughout the United Kingdom.

- Reduce the overall production of waste both through the embracing of new technology and the re-emergence of old.
- Ensure that waste produced whether it be a by product of a process or a product at the end of its natural life is treated in the same manner as a virgin resource. A concept commonly thought of as good housekeeping needs to be applied to all waste produced by all sectors of the community.
- Ensure that prior to a waste disposal option being chosen the concepts of Best Value and BPEO (best practicable environmental option) are adhered to, to ensure that impacts on the natural environment and human health are minimised within the need to provide a value for money service.

Although supporting this theoretical hierarchy as a means of achieving a sustainable waste strategy, the present Government is of the opinion that *'it cannot be an absolute guide for the best solution for any particular waste stream in all localities'*, an opinion which the Council supports.

The aim of the strategy is to determine the most viable way of focussing waste management systems and practices to meet and surpass modern standards of sustainability.

2.2 Objectives

Mission statement

'Southwark Council will strive to provide an efficient, sustainable and cost-effective operation for the disposal of all controlled waste arising within the Borough through its continued commitment to the principles of sustainable development, Best Value and the waste hierarchy.'

The Council understands that the success of waste minimisation, reuse and recycling schemes are dependent on the actions of all sectors of the community. The Council will therefore act as both an operator of such schemes and as a facilitator to allow other interested parties to become involved in the sustainable management of waste; providing this is for the benefit of Southwark as a whole. Such parties may be located within the voluntary, commercial or public sector and may include community groups, charities, other local authorities or private companies.

The principles of this plan mirror the aims of sustainable waste management throughout the United Kingdom to:

- reduce total waste arising through the promotion of waste minimisation
- recover value from waste materials that would otherwise be disposed of in landfill
- minimise the social, environmental and financial impact of waste management.

The successful strategy will:

- Encourage and enable the community to participate in diverting their own recyclable household waste in sufficient numbers and quantities to achieve performance targets.
- Provide appropriate systems and excellent service standards to meet the expected outputs in terms of quantities of materials, quality of collected recyclate and levels of participation.
- Guarantee long-term outlets for collected materials and commit to progressing best value.

There is an opportunity to embrace an emerging industry delivering wider economic, environmental and social benefits.

3. Targets

3.1 National targets

The EC Landfill Directive (99/31) sets mandatory targets for the reduction of biodegradable municipal waste sent to landfill. The UK national targets are:

- by 2010 to reduce biodegradable waste landfilled to 75% of that produced in 1995
- by 2013 to reduce biodegradable waste landfilled to 50% of that produced in 1995
- by 2020 to reduce biodegradable waste landfilled to 35% of that produced in 1995.

To comply with the Landfill Directive, the Government has established national targets for the recovery of municipal waste. These national targets are supported by statutory performance standards for household recycling / composting, and tradable permits for local authorities to restrict the amount of biodegradable municipal waste landfilled.

National targets:

- to recycle or compost at least 25% of household waste by 2005
- to recycle or compost at least 30% of household waste by 2010
- to recycle or compost at least 33% of household waste by 2015
- to recover value from 40% of municipal waste by 2005
- to recover value from 45% of municipal waste by 2010
- to recover value from 67% of municipal waste by 2015.

3.2 Targets for Southwark

As announced in Waste Strategy 2000, the Government has set statutory performance standards for household waste recycling and composting for 2003-4 and 2005-6 (Table 2). These targets

apply to specific Best Value indicators. Standards are based on the recycling rates calculated from returns to the 1998-99 Municipal Waste Survey.

Table 2: Statutory Recycling targets, Southwark

1998 - 99 recycling rate %	2003 -04 standard %	2005-06 standard %
3.6	10	18

Source: DEFRA 2001 Guidance on Municipal Waste Management Strategies

In addition to the statutory targets outlined in table 2, the Council has set targets for the recycling of household waste and the recovery of value from Municipal Waste for the period of the strategy, 2003- 2021 as set out in table 3. The targets Southwark has set itself not only embrace the short-term statutory targets but also meet the national targets for 2010 and 2015

Table 3: Southwark’s recycling and recovery targets

Year	Recycling/Composting	Recovery of value
	Target Household Waste	Target Municipal Solid Waste
2003/04	10%	35%
2004/05	14%	37.5%
2005/06	18%	40%
2010/11	30%	45%
2015/16	40%	67%
2020/21	50%	75%

To meet these targets, major improvements will have to be made on recycling performance. A three-fold increase is required over the next year to meet the minimum standards for 2003-04. Whatever system is put in place will then have to prove capable of a further doubling by 2005-6. To take Southwark beyond these minimum requirements needs a step change in performance and radical measures. A phased approach is therefore proposed:

- Phase 1: 2003/04 – 2005/06 establishment of new systems, begin public information campaign, establish contractual arrangements to facilitate new waste facility
- Phase 2: 2007 – 2010 expansion and modification of systems established, expansion of waste minimisation campaign, establish new waste management facility
- Phase 3: 2011 – 2021- Consolidation and expansion of existing schemes and facilities, further promotion of waste minimisation and reuse

Annex 4 of the strategy provides a more detailed analysis of the actions of the three phases

3.3 Other legislative targets

As the strategy is long-term it will have to encompass changes in legislation both national and European. Currently, there is legislation coming through that is not yet on the UK statute and other legislation being proposed (see Annex 1). Each piece of legislation contains targets to achieve that will involve progressively more complex requirements for the segregation of waste.

These requirements will present severe challenges for Southwark, as they will demand new systems for waste management and will have significant cost implications.

4. Current waste management practices

The way in which Southwark's waste is handled is going to change quite rapidly over the next few years. These changes will be in response to the statutory requirements outlined above. They will also be needed to control costs, to make best use of resources available, and to meet growing public expectations and demand. This section describes how waste in Southwark is currently managed.

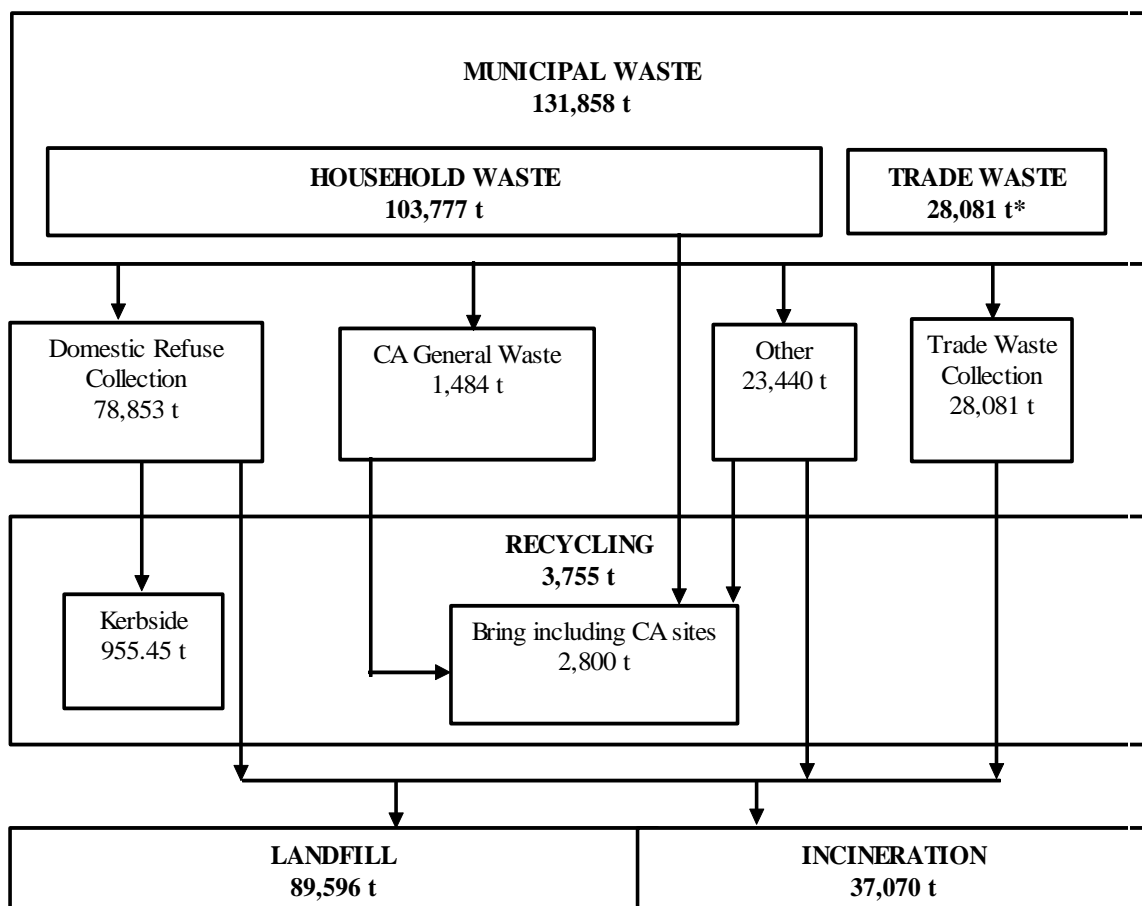
The London Borough of Southwark, as a unitary authority, is both a waste collection and waste disposal authority. This means that the Council is responsible for the collection of municipal waste (household and commercial) and its safe disposal.

4.1 Municipal waste arisings

In total, the Council handled 131,858 tonnes of municipal waste in 2001-2. Of this 89,596 tonnes (approx. 68%) was transferred to landfill sites and 37,070 tonnes (approx. 28%) was incinerated. The remainder was either recycled or processed as scrap metal. A total of 103,777 tonnes of household waste was handled and the remainder was trade waste. The household recycling rate was 3.6%.

The Council collected from 114,700 properties as part of the domestic refuse collection service, of which 45,000 (39%) are on wheeled bin collection, 62,307 (54%) on paladins and the remainder (6%) on a mixture of roll-on/roll-off and domestic skips.

Figure 2: Current waste management operations in Southwark (2001-2)



Notes: trade waste includes 2,828 tonnes of abandoned vehicles, other waste includes 2,800 tonnes of bring.

4.2 Waste collection

The collection of domestic and trade waste is undertaken by Southwark Internal Services, the Councils' DSO. This contract was due to expire at the end of 2000 however an extension clause was used to extend this to 31/3/04.

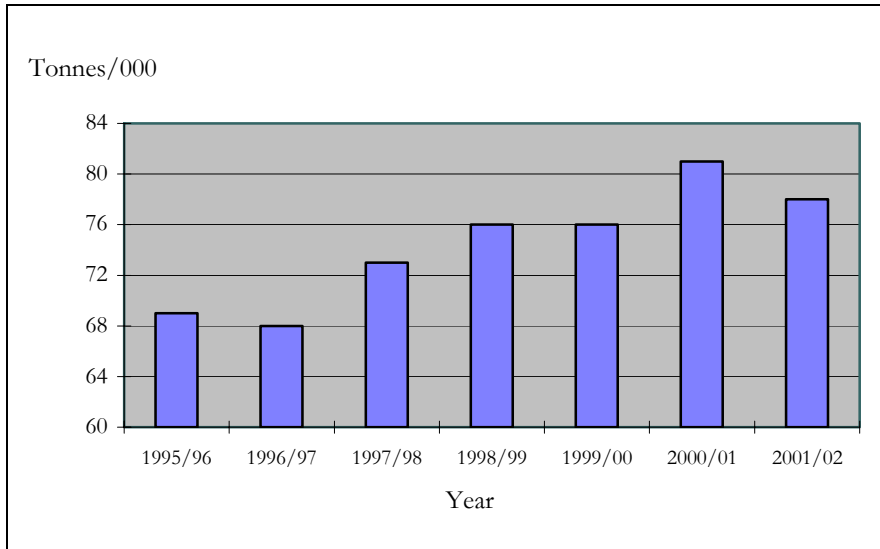
The services provided as part of the waste collection contract are as follows:

- collection of household waste from all domestic properties. Waste is collected from the curtilage of properties and any receptacle utilised returned to the same place
- collection of trade waste from premises that have an agreement with the Council
- collection of the contents of commercial waste containers used by Southwark
- provision of bulky waste collection services from households
- collection of clinical waste for incineration
- provision and servicing of skips.

Figure 3 shows the collection round trends from 1995-2002 taken from the annual municipal waste returns.

Figure 3: Waste collection 1995-2002

Southwark Waste Management Strategy



Source: CIPFA/DEFRA returns 1995-2002

4.3 Waste disposal

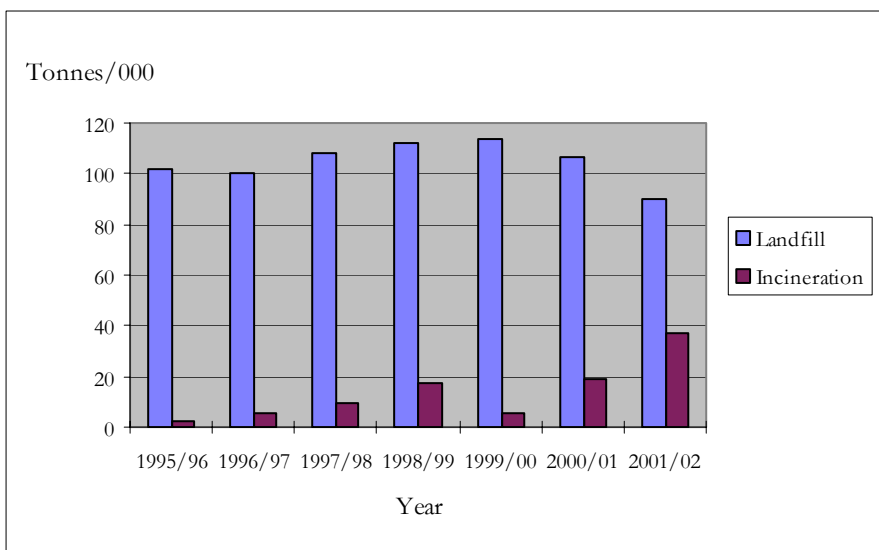
Landfill was the main disposal route for municipal waste, using the Aveyley and Okendon sites (Table 4), followed by incineration with energy recovery at SELCHP.

Table 4: Disposal route for waste in Southwark, 2001-2

facility	type of waste	tonnages	%
Aveyley landfill	mixed MSW	42614	34
Corporation of London ¹	mixed MSW	4073	3
Cringle Dock ¹	household	11	0
Edmonton incinerator	-	0	0
Okendon landfill	mixed MSW	41510	33
Rainham landfill	mixed MSW	0	0
SELCHP incinerator	household / commercial	37070	30
Smugglers Way ¹	gully waste ²	139	0

Notes: 1. These are waste transfer stations and landfill will be the final destination
 2. Gully waste refers to street sweepings and street cleansing

Figure 4: Waste disposal 1995-2002



4.4 Recycling

The current system for the collection and recycling of waste is based around a combination of bring sites, the civic amenity site and the operation of door to door recycling services. For the bulk of the materials collected for recycling, residents are encouraged to separate recyclable waste from their waste stream and deposit these at one of the mini recycling sites, which currently number 66, or at the Manor Place Depot civic amenity site. The materials that are reclaimed at the bring sites (civic amenity site and mini-recycling sites) and the contractors involved are as follows (Table 5).

Southwark Waste Management Strategy

Table 5: Materials recycling

Material	Transporter	Recycler/Merchant
Batteries	Vinton Metals	Vinton Metals
Cans	Brett Waste Management	British Steel Brett Waste Management
Glass	T Berryman and Sons	T Berryman and Sons
Oil	Orcol Fuels Ltd	Orcol Fuels Ltd
Paper	Brett Waste Management	Aylesford Newsprint
Scrap Metal	B Nebbitt and Sons	B Nebbitt and Sons
Textiles	L.M.Barry	L.M.Barry
White Goods	BIA Homestore Furniture Aid South Thames	BIA Homestore Furniture Aid South Thames

The recycling banks are managed by Community Recycling in Southwark Project (CRISP) on behalf of the Council, where material is collected for recycling – paper and card, glass, mixed cans, and textiles. The bank coverage is reasonably comprehensive, providing a bank within around 1km per household. Not all materials are collected at each site. In 2001-2, 2403 tonnes was collected at a cost of £46,055.

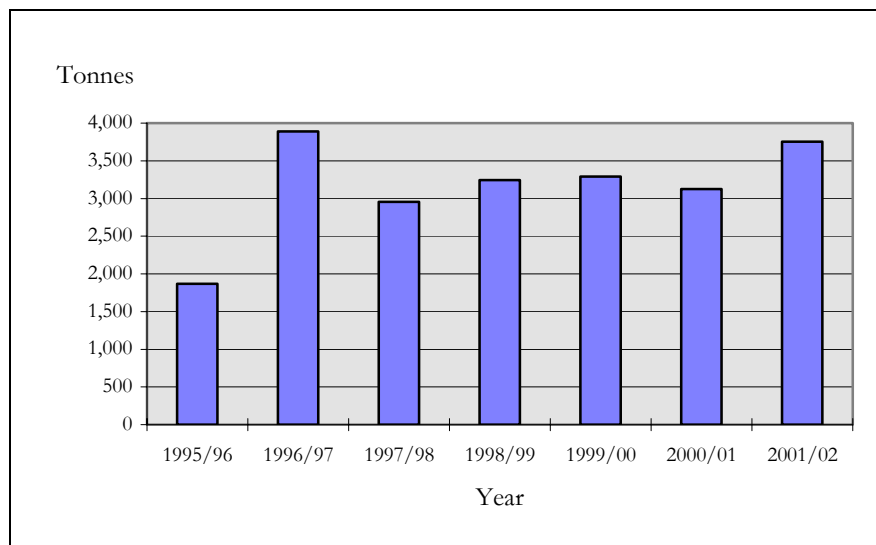
Since 1995, the Council has also operated a kerbside collection service for recyclables. Initially launched as a trial in the south of the Borough, the service collected glass, cans, paper and textiles on a fortnightly basis. The scheme has since been simplified to collect waste paper only from around 6940 households. In July 2002, the Council extended this service to approximately 50,000 properties and intends to eventually cover all kerbside properties.

A collection scheme is also operated throughout the Borough on an appointment basis for fridges and freezers.

The household recycling rate for Southwark was 3.6% for 2001/02. This compares with a national average of 9% and rates in other London boroughs of 4% (Lewisham and Lambeth), 7% (Bromley), 14% (Croydon) and 18% (Bexley)¹.

¹ Source: DETR Guidance on Municipal Waste Management Strategies – Best Value baseline figures 1998-9

Figure 5: Trends in recycling 1995–2002



5. Growth in waste and financial implications

5.1 Growth in waste

A major issue facing the Council is the continued growth in waste. This is a national phenomenon that is even more acute in London as a whole.

In planning for the future, it is necessary to make some assumptions about what is likely to happen with the growth in waste. All the indications are that waste in Southwark will continue to grow and that, without any intervention, Southwark will double its waste arisings by 2020. At the same time, costs will rise per tonne of waste as new facilities and new treatments are needed to meet targets. Nationally, the government is projecting an annual growth rate of 3%. In the longer term, growth rates of 2% might be expected. The experience of European member states that have taken active measures to reduce waste shows that stabilisation is possible but only with significant intervention, coupled with a high level of resources.

The amount that waste will grow each year has a significant impact on planning and the cost of waste management options. A variation of 1% will result in significant difference in the volume of waste that will be handled (eg 298,000 tonnes over the period of the strategy).

As the growth in waste is not cost neutral, the Council has set reducing waste growth as a priority in its strategy, not least because this is a government target. There are certain actions that the Council can take but it is unlikely that acting alone the Council can do more than slow the growth in waste. A partnership approach will be needed.

The overall trend in waste arisings over the last five to six years has been in excess of 4% per year. However, the increase over the past two years has been nearer 2%. Although the average suggests a figure between 3% and 4%, the methods of calculating data have improved and it is possible

that figures may have been underestimated, distorting the annual rates in 99/00. In the longer term, growth is expected to be 2%².

Thus, a key issue for the Council to address is aspirational targets and the costs of achieving them. A realistic approach is to expect little change initially as systems are becoming established (2-3% up to 2005) but to set 2% as an overall goal. Figure 6 shows how a 2% growth rate in MSW translates into tonnages over the twenty-year period, increasing from 134,495 tonnes in 2003/04 to 188,326 tonnes in 2020/21.

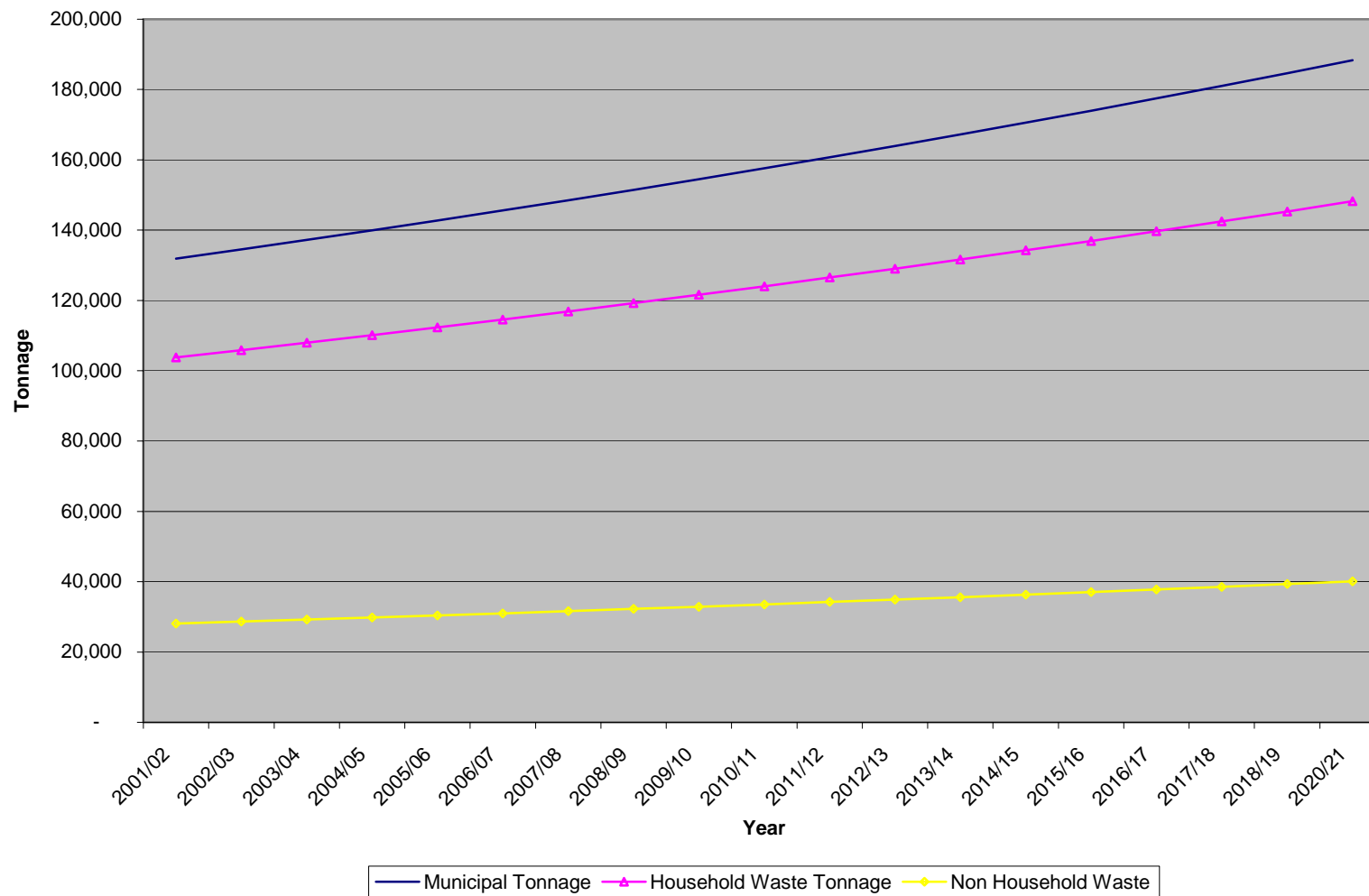
It should be noted that in 2010, only 79k tonnes of Southwark's biodegradable waste will be allowable for landfill disposal. This will reduce to 53k tonnes in 2013 and subsequently to 35k tonnes in 2020, to comply with the Landfill Directive targets.

In addition, there will be limited landfill space in the south-east beyond 2007 and the pressure of demand on supply will inevitably lead to price increases. The demand for landfill will depend on the achievement of recycling rates and the development of incinerators. The Mayor of London aims to have no new incinerators for London, depending instead on waste reduction measures (see Section 6.1 and Annex 2).

Whether these targets for Southwark can be achieved will depend on the resources available and the costs attached.

²The data for 2001-2 bucks this trend but it is likely that this is an anomaly year.

Figure 6: Growth trends (tonnes)



5.2 Financial implications

The financial implications for Southwark can be projected from the current costs of waste management, estimating how those might change over time and including an escalator for landfill tax. Figure 7 shows municipal waste costs for the period 2003/04 to 2020/21. At 2% growth, total waste management costs will increase from approximately £6.6Million in 2003/04 to £20.4 million in 2020/21 assuming the Council meets the targets for recycling and recovery outlined in Table 3. Costs for recovery are based on incineration costs, as they are the only tangible costs currently available.

The recycling cost per tonne is based on net total recycling related costs for 2003/04 to 2005/06 assuming the recycling schemes outlined as part of the proposed action plan to meet the short-term targets are adopted. Projected costs for 2007 onwards are based on a net operational cost of £80.45 per tonne in 2005/06 indexed by 3% year on year.

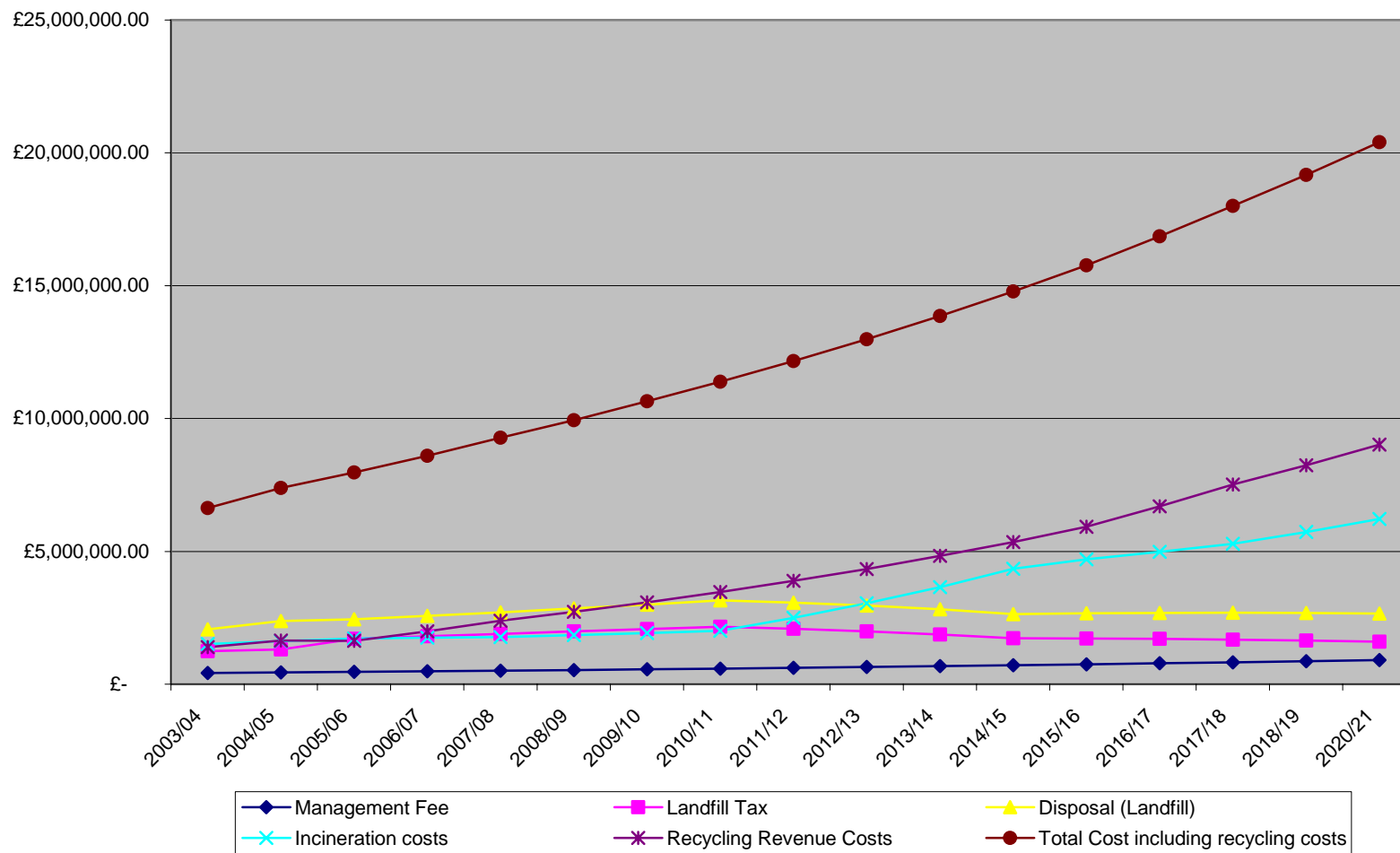
Landfill disposal and incineration costs are projected to be £23.11 and £42.41/tonne, respectively in 2003/04. They are projected to be at least £56.46/tonne (landfill) and £92.58/tonne (incineration) by 2020/21.

The landfill tax element of these costs will vary. Landfill tax currently stands at £13/tonne, with an escalator to £15/tonne. Landfill tax will be reviewed in 2005-06 and is expected to increase by at least £5/tonne to encourage alternative methods of disposal consistent with the National Waste Strategy. The Council has, therefore, taken a conservative estimate that landfill tax will continue to rise by £1 per tonne year on year following the review in 2005/06 to £34/tonne in 2020/21, although it has been suggested that a higher figure could be expected. At 2% growth, landfill tax costs will increase from £1.25 million in 2003/04 rising to £2.16 million in 2010/11 and falling to £1.6 million in 2020/21, assuming a municipal waste recovery target of 75%. Rising landfill tax costs will be countered by landfill limits. The demand for landfill will depend on the achievement of recycling rates and the development of incinerators or other alternative treatment methods.

The costs of the new waste management contracts (2004/05 onwards) are dependant on risk and the investment requirements placed on the incoming contractor. Costs are expected to increase by between 15-40%, the projections assume a 17.5% increase.

In addition, collection costs are expected to increase by about £500k in 2005-06 as a result of waste segregation (eg hazardous/electrical) to meet new legislative requirements (see Section 3.3 and Annex 1) - based on current bulky collection costs. Again these additional costs are currently very approximate and are not contained within the projections.

Figure 7: Projected Municipal Waste costs



6. Key players and partnerships

Southwark Council is a unitary authority and therefore undertakes the responsibility for the collection of household waste as well as its disposal. The Waste Division currently undertakes the role of initiating, writing and monitoring contracts relating to waste collection and disposal whilst the management of the bank system has been contracted to SCR. As Southwark Council has this total responsibility for waste services, co-ordination and integration of contracts and service provision can be easily achieved ensuring recycling targets can be met within the overall waste strategy. There are a number of key players and partnership opportunities that the Council will take account of in implementing the strategy.

6.1 The Mayor's waste strategy

The Mayor of London has developed a draft waste management strategy that is currently undergoing consultation. (See Annex 2 for a discussion of the implications for Southwark.)

The main elements of the Mayor's strategy are as follows:

- waste growth limited to 2.5%/year with a waste minimisation programme for London
- encouragement of waste minimisation and recycling, fostering new technologies for dealing with residual waste
- recycling targets above national targets for London of 50% by 2010 and 60% by 2015
- all householders with gardens encouraged to compost
- facilities developed for centralised composting, and for dealing with compostable markets and parks waste
- each borough to prepare a composting feasibility study by late 2003, implemented 2004
- kerbside collection of at least three materials (by April 2004) for all street level properties and alternative arrangements provided on estates
- no less than one bring site per 500 households with at least three materials, especially where kerbside is not practicable
- all CA sites adapted as reuse and recycling centres by the end of 2003-4
- free access to reuse and recycling centres to residents of neighbouring boroughs
- no new incinerators for London and LAs advised to avoid long-term contracts with 'tying in' to incineration
- current incineration capacity oriented towards non-recyclable residual waste
- new waste contracts are developed that minimise the environmental impact of collection and transportation - the proximity principle
- establishment of London-wide WDA
- tradable permits for municipal biodegradable waste allocated to London as a block and distributed by the Mayor to WDAs
- achievement of Capital Standard for street cleansing, reducing environmental crime (flytipping).

6.2 Other London boroughs

In many cases the provision of recycling and waste minimisation services are only feasible if operated on a regional basis. The economies of scale, both environmental and economic, when authorities combine resources or share knowledge will often result in better service provision, or the provision of a service that would otherwise have not been possible. The Council will explore options for co-operation with other boroughs.

Cross-borough partnerships extend to the need for effective opportunities for information exchange; this allows Southwark to learn lessons from the experiences of others. To achieve this Southwark Council officers regularly attend the meetings of the London Recycling Officer Group, London Waste Action Capital Challenge Programmes and Association of London Cleansing Officers.

Southwark Council is committed to working in partnership with neighbouring authorities in the development and the provision of all recycling and waste minimisation services whenever it is possible to do so; and to ensure that the lessons and experiences of others are used in the development of recycling operations within Southwark.

6.3 Waste planners

As a unitary authority Southwark Council is responsible for setting planning policy for the Borough and dealing with all planning applications. Southwark's planning policy is contained within the Unitary Development Plan (UDP). One of the general aims of the UDP is to *'provide a distribution of... environmental services throughout the Borough which relate to the needs of workers and residents'*.

The UDP will be subject to review and consultation during late 2002 early 2003, part of which will include the implicit inclusion of strategies relating to waste management, including recycling and composting. Details of this review will be included in later versions of this strategy.

Current policy is that planning conditions relating to the provision of recycling and composting facilities are made for all new residential and non-residential properties, where it is deemed suitable and feasible within the constraints of current markets and location in the context of BPEO.

The UDP is written within the context of the Southwark Council's air quality strategy and transport policy and SPGs (eg waste and transport). Any new development will need to take account of waste management requirements and include the cost of waste management facilities in building plans and planning consent.

6.4 Environment Agency

The Environment Agency took over the role of monitoring and ensuring compliance with waste regulation within London from the London Waste Regulation Authority in 1996. Manor Place Waste Transfer Station is subject to regular monitoring visits by the Environment Agency to ensure compliance with the site licence and waste carriers licensing conditions.

6.5 Community sector

There are a number of reasons why Southwark Council will seek to develop and support initiatives to ensure greater community involvement in the design and delivery of its waste management strategy.

The community sector has led the way in developing innovative waste reduction, reuse and recycling organisations in the UK, some of these initiatives dating back to the early 1980's. The sector is flexible and responsive to change and innovative in the way it approaches problems. Whilst each organisation is different, the sector is characterised by a number of common beliefs and values. These include:

- commitment to a set of social and/or environmental objectives
- non-profit distributing.

The value that community sector organisations can bring to the issue of sustainable waste management is widely recognised by government in its own waste strategy.

There are significant funding opportunities for community based sustainable waste management projects - eg landfill tax credits, DEFRA (the recycling and waste minimisation fund includes an allocation for community initiatives), New Opportunities Fund (SEED programme and Transforming Communities). In addition, there is funding through programmes such as the Neighbourhood Renewal Fund, SRB6 and European funding streams that are appropriate for some waste initiatives that assist in tackling other social issues such as employment and training, community empowerment.

There is an increasing focus on community involvement and neighbourhood work at local government level (eg development of local strategic partnerships, community plans, neighbourhood renewal etc). The Local Government Act introduced the concept of the 'Power of well-being' that allows local authorities to engage in activities and develop joint ventures with outside organisations, which enhance the social, economic and environmental well-being of their localities. Community based waste management initiatives can provide local authorities with practical examples of meeting these needs. For example, a furniture reuse/refurbishment project meets the social needs of people on low income by providing affordable furniture and appliances, economic needs by creating training and employment opportunities and environmental needs by reducing waste disposal.

At a national level, there is also an increasing interest in the added value that social economy organisations bring to the delivery of public sector services. There is a new social economy unit at the DTI whose remit is to identify the role that the sector can play and the barriers that currently limit the growth of social economy organisations.

It is widely recognised that the way to increase public participation in waste reduction, reuse and recycling schemes is through engaging the public at a community level. Research has demonstrated that information, advice and examples of good practice given by local community organisations, friends and neighbours were significant in encouraging better waste management practices by householders. The work of The Recycling Consortium through its Community Waste Action project has demonstrated that there are a significant number of community sector organisations that are able and interested in becoming involved in sustainable waste management initiatives.

6.6 Other

The Council will work with the waste management sector (where appropriate), and other partners as described above, where this is likely to deliver better environmental options than currently. The Council will work with those that have a reputation for delivering a quality product and meeting high standards. Proximity principles will be taken into account when considering waste management options and partners. The Council will evaluate options for dealing directly with end-use processors.

7. Policies and plans

7.1 The target

The strategy encompasses all elements of the Councils' waste operations, including but not limited to street cleansing, refuse collection and disposal, waste transfer station operation and recycling operations. The strategy will form the cornerstone of the tendering and contract negotiation phases of the re-letting of waste contracts, which is due to be completed by 2003 for new contracts to begin in April 2004 (see section 9)

Table 6 identifies the recycling and recovery gap that will need to be addressed as part of any future contracts as well as the landfill limits for biodegradable waste.

Table 6: The recycling and recovery gap

	2003-04	2004-05	2005-6	2010-11	2015-16	2020-21
Household waste tonnage	107,790	110,129	112,232	124,023	136,932	148,219
Household waste Recycling target %	10%	14%	18%	30%	40%	50%
Recycling tonnage target	10,797	15,418	20,282	37,207	54,773	74,110
Current (2001-2)	3755					
The recycling gap	7,042	11,663	16,527	33,452	51,018	70,355
Recovery target including recycling – Municipal Waste	35%	37.5%	40%	45%	67%	75%
Recovery target tonnage	48,015	52,473	57,091	70,912	116,569	141,244
Landfill limits - biodegradable waste				79,000	53,000	35,000

Notes: Estimated household waste tonnages are based on 2% growth per year - assumes no increase in recycling tonnages in 2002.

How the gap is bridged is the subject of many different options, annex 3 provides an analysis for the various means of delivering the targets.

7.2 Waste reduction

Clearly, with such ambitious targets to meet, the Council is fighting an uphill battle unless it can stabilise waste growth and in the longer term achieve significant reduction in waste arisings.

The Waste Minimisation Act 1998 enables 'local authorities to make arrangements to minimise the generation of waste in their area', the act also states that the authority can 'contribute towards the expense of anything... expedient for the purpose of minimising the quantities of controlled waste'.

This act allows Southwark Council to:

- promote non-council services that will enable residents or businesses to minimise waste output (eg nappy laundering services)
- work with organisations that can provide services which minimise waste
- provide information on wasteful products and the available alternatives
- introduce repair and re-use schemes (eg furniture, white goods, and computers).

In light of this Act and the powers the Council now has with regard to issues relating to waste minimisation, there are measures that need to be introduced to minimise the quantity of waste that is produced within the Borough that requires disposal by the Council. Options for waste minimisation that the Council may wish to adopt will include:

- production of a waste minimisation guide for businesses providing advice on ways to reduce outputs as well as providing contacts with specialists in the field
- establishment of a waste club for businesses incorporating a waste exchange
- production of a guide to the recycling services within the Borough
- supporting community sector initiatives aimed at waste minimisation
- production a waste minimisation guide for households providing details on how to minimise waste output as well as information on local and national groups operating within the field of waste minimisation, re-use and recycling
- promotion of home composting and providing facilities for community composting
- undertaking regular waste analyses of the Council's operations and household waste to provide baseline data to ensure waste reduction measures are introduced
- evaluation of incentive schemes for households and business that participate in waste minimisation initiatives
- evaluation of the introduction of a charge for the collection of bulky waste and green waste as a means of encouraging re-use and composting
- investigation of changes in Council operations to reduce waste output or deal with it at source
- introduction of a green purchasing policy throughout Council operations.

7.3 Re-use

There are many opportunities that can be exploited in the Borough for extending the life of materials or equipment through re-use. The community and voluntary sectors have proved adept at developing these opportunities for the benefit of the local population. Fostering re-use will not meet recycling targets but will provide much needed benefits (eg capacity building, job creation, training schemes, and the provision of good quality equipment) to local communities. As not all equipment or material collected will be suitable for re-use, a certain amount of recycling will also be undertaken.

The range of materials that can be collected for re-use schemes includes furniture, white goods (fridges, cookers, washing machines), IT equipment (computers, printers and peripherals), paint, and timber. The re-use and recycling of electrical and electronic equipment is the subject of new legislation coming from the EU (see Annex 1: Legislation). This legislation is part of the European Commissions drive to ensure producer responsibility. It is yet to be finalised but will

require free take-back of a range of products to achieve a target of 6kg per household per year. Although the manufacturers are targeted, the onus will fall on local authorities to undertake collection. This legislation represents both a threat and an opportunity.

The Council is a partner in a successful application for EU LIFE funding to assist in compliance with the WEEE directive once it becomes law (expected in September 2002). Other partners in the project are the London Borough of Lambeth, City of Westminster Council, Corporation of London and Elephant Jobs. The project intends to develop through the establishment of cross-sector partnerships and improved infrastructure allowing greater re-use of waste and of redundant IT and office equipment. It has been calculated that the project has the potential to collect 60% of the redundant equipment in the project area.

It should be remembered however that re-use projects only delay the point at which waste enters the waste stream.

7.4 Recycling

Southwark Council recognises its obligation to meet its short-term statutory performance targets and has set itself challenging targets for the period of the strategy.

Regardless of any 'blue sky' visioning that might be indulged as to how the strategy is framed, Southwark, like all neighbouring inner city authorities, has major improvements to make on recycling performance. A three-fold increase in performance is required over the next year to meet the minimum standards for year 2003/04. Whatever system is put in place will then have to prove capable of development to almost double that achievement to attain minimum standards for year 2005/06.

The three key players in achieving the successful delivery of the strategy are:

- the participating public
- the collection agency
- the re-processors.

A successful strategy for meeting the targets will:

- Encourage and enable the community to participate in diverting their own recyclable household waste in sufficient numbers and quantities to achieve performance targets.
- Provide appropriate systems and excellent service standards to meet the expected outputs in terms of quantities of materials, quality of collected recyclate and levels of participation.
- Guarantee long-term outlets for collected materials and commit to progressing best value for the client.

Through sourcing locally produced recyclate as a feedstock for the manufacturing of new products, the intrinsic value of that material is locked into the economic cycle. The infrastructure implications of sourcing, collecting, sorting, storing, hauling, processing, marketing, distributing and retailing of products before consumption and directed disposal is creating wealth that can be realised locally. There are direct benefits through employment opportunities and incidentally through spin-off from all the other activities associated en-route from the blue box to the news agent's stand or local store's shelf.

Environmental gains through recycling materials are well documented and it is widely accepted that success is measured broadly along the lines of assessing the balance between the environmental disbenefits, resource use, pollution etc. incurred through recycling against the

benefits achieved through recycling in comparison to the alternatives. If a sensible recycling system is adopted then there are significant gains to be had through energy saving, resource conservation, reduced pollution, and conservation of habitat and landscape.

One of the more significant factors in the introduction of a carefully planned recycling service is that it allows people to engage in a tangible positive action in their daily lives. There have been numerous public opinion surveys that demonstrate without exception that the vast majority of people are pro recycling, that they do recycle and would recycle more given a convenient opportunity. At its very basic functional level, it is a visible measure of collective buy-in and serves to endorse community cohesion. On a practical though incidental level, it can improve the ambience and security of a neighbourhood. By creating activity and purpose for recycling workers to be in and around street locations and housing blocks, there is opportunity to pick up and respond to other community issues.

The detailed options for modifications to the CA site at Manor Place, the development of a new household waste recycling centre (HWRC), and the bring and kerbside systems are contained in annex 3. The main recycling options are listed here.

As some heavy freight traffic is generated through waste management processes, the planning authority will give careful consideration to the siting of waste management installations.

The assumption generally made about recycling is that only dry recyclables count towards recycling targets. This is not the case. Since definitions are often a problem, the government has provided guidance on what can be included in the calculation of local authority recycling rates (Best Value Performance Indicators 2002-3) and what constitutes household waste:

- bulky waste collections
- drop-off/bring systems
- garden waste collections
- household clinical waste collections
- household hazardous waste collections
- street cleansing and litter collection
- waste collection rounds
- any other household waste collected by the authority.

Community recycling programmes of household waste can be included in the recycling rate. The following are excluded:

- abandoned vehicles
- beach cleansing wastes
- clearance of fly-tipped wastes
- home composted waste
- incinerator residues
- re-used waste materials
- rubble.

Southwark Waste Management Strategy

Each local authority is required to produce a recycling plan that shows how it will meet its targets. Southwark adopted a waste recycling plan in 1999. Few (if any) of the targets set have been achieved and it will be revised in line with this strategy.

Recycling is at 3.6% (2001/02) and needs to reach 10% by 2003/04, 14% by 2004/05 and 18% by 2005/06. As explained in Section 3, these targets are set under Best Value and are for the April to March reporting year. Although the overall recycling tonnages have increased they have not kept pace with the levels of waste arisings, which have grown at an average rate over the last five to six years in excess of 4% per year. However, the increase over the past two years has slowed to around 2% per year.

The report from a waste audit conducted in October 2001 suggested that concentrating on paper collections would achieve the recycling targets. This is not the case.

The waste strategy for Southwark needs to encompass as much recycling and re-use as is possible. With such a low level of recycling, improving performance of the current systems must be the focus initially, with a waste minimisation strategy being developed at the same time. Waste minimisation messages will be lost on an uninformed population. These need to be built on once recycling has begun in earnest. They also need to be carefully targeted.

The main recycling actions which will need to be undertaken to meet the short term targets are listed below and in more detail in annex 4.

Kerbside

a) Street level

- expand kerbside to the whole of Southwark for just paper
- expand kerbside to the whole of Southwark and include other materials (paper and card, cans, glass) plastics at a later stage.

b) Estates

- introduce estate collections based on a high density of mini recycling centres

Bring

- rationalise and consolidate existing bank system to ensure optimum coverage
- take the service in-house, and
- use the existing bulking facilities at Manor Place - baling/compaction is capital intensive and may not be needed or desired by the merchants/reprocessors
- establish a mini MRF at Manor Place, or
- renegotiate the collection contracts to ensure that the service is cost-neutral and makes the most of the recyclable revenue stream.

Composting

- provide compost bins to houses with gardens
- provide skips for garden waste at CA site (s), if appropriate (ie depending on home composting activity, proximity to homes with gardens)

- provide a green waste collection service
- establish parks waste composting.

CA site(s)

- reorganise the existing CA facilities
- move the CA site at Manor Place to a new location on the site
- provide a new household waste recycling centre (HWRC) elsewhere in the Borough.
- provide the full range of facilities for recycling at CA site (s).

Bulky waste

- link up with the community sector for re-use and recycling of bulky waste, and/or
- provide facilities for the re-use and recycling of white goods, timber, IT, office and household furniture.

7.5 Waste treatment and disposal

Waste that cannot be reused or recycled will have to be disposed. As described in Section 4.3, current disposal outlets are mainly landfill, and incineration with energy recovery. In line with statutory targets, the Council will reduce its reliance on landfill and incorporate other treatment and disposal options, where feasible, in the strategy. In devising its waste disposal strategy, the Council will take into account the Mayor's aim to limit incineration and to focus on waste reduction and recycling.

8. Tradable permits

It is likely that in order to meet targets laid down in the Landfill Directive a system of tradable permits will be introduced for biodegradable municipal waste (BMW), however, this is still under consultation³. In order to produce a long-term strategy it is suggested that models are drawn up that indicate:

- deficit and surplus of permits among the local authorities in the region
- potential import and export of permits and implications for the authorities.

A regional strategy and plan could then be drawn up to meet the Landfill Directive at the lowest cost and with a self sufficient context.

The government's proposals are for a system of annual, tradable permits⁴. A permit would give the right to dispose of a certain quantity of waste to landfill during the year. The total permits issued would equate to the target set out in the Landfill Directive. Only WDAs could hold and make use of permits. It is proposed that the permits are given out free on the basis of the pre-existing usage of landfill or other criteria. It is also proposed that the allocations are based on

³ DETR March 2001. Tradable landfill permits consultation paper.

⁴ University of Sussex at Brighton. 2002. An economic analysis of the UK landfill permits scheme. Discussion paper 83.

either existing levels of landfill or on waste arisings. Using the latter method would favour those authorities that have already made an effort to divert waste from landfill. Permits would be given out each year, but declining in quantity over time, in line with Landfill Directive targets.

Permits would be tradable, implying that an authority can either reduce its landfill in line with its permits, or purchase permits from other authorities with 'surplus' requirements. Permits could either be exchanged for money, or some other in-kind consideration. The system would be monitored and policed with a central database tracking authorities' right to landfill with penalties for exceeding permitted limits.

The government is likely to be flexible in carrying unused permits over for the future (banking) but will ban usage in advance (borrowing). The limiting factor is the Landfill Directive targets that must be met whatever system is in place. The effectiveness of the permit system is open to question and whether it will be more costly than applying straightforward limits.

Tradable permits are new to the UK as an economic instrument. The government anticipates tradable permits will minimise the costs of meeting the Directive whilst giving local authorities greatest freedom in meeting targets. In principle, authorities that have greater recycling can trade permits to those that do not. The WDAs with the most expensive landfill, in theory, would benefit from most landfill reduction. High recycling authorities would also be net beneficiaries as they would have permits to trade. As Southwark's recycling rate is low, to benefit from the tradable permits systems, the rate would have to be increased significantly. If Southwark does not reduce its dependence on landfill it might have to buy permits from local authorities and these may have landfill rates higher than Southwark's. One outcome may be to divert more waste into incineration but this is more costly than landfill and limiting incineration is a priority objective of the Mayor's strategy.

9. Delivering the service

9.1 Providing the infrastructure

In the medium to long term delivering against the targets set out in this strategy will require investment to provide the infrastructure to deal with the borough's waste in a different way.

How the Council acquires the infrastructure and where it is located needs to be considered. The options available to the Council are;

- Redevelop Manor Place Depot
- Redevelop Manor Place Depot and establish small satellite sites elsewhere in the borough
- Relocate waste management operations to alternative brown field site within the borough capable of providing capacity and required infrastructure
- Seek to use existing waste management facilities outside the borough

All of the above options either require a considerable amount of investment or a partner with existing facilities. The Capital investment requirements associated with the Council providing the relevant infrastructure itself are prohibitive. Using an external partner would not only be more affordable for the Council but would also enable the use of a provider with experience of projects of this nature.

It is therefore proposed that the Council procures for the provision of waste functions including the requirement to provide the waste infrastructure.

9.2 Preparation of contracts

There is a variety of views extant within the waste management industry, government and local authorities about the nature of domestic waste collection and disposal contracts. Clearly, in an era of rapid change and development very careful thought must be given to the duration of a contract, its supervision and its specification.

9.3 Background

The last few years, and certainly the next few years, have seen and will see change driven by EU and National Government directives. As explained in Section 3, and Annex 1, these are:

- government targets on recycling and recovery
- the Landfill Directive
- packaging directives
- forthcoming EU changes
- composting directive
- landfill tax increases
- potential incineration tax
- changing and developing funding streams.

Current with the imperatives and conditions suggested above is the concern being implicitly expressed within the commercial waste industry, leading to a lack of competitive bidders for contracts being let. This concern is brought about by:

- Best Value (no longer compulsory competitive tendering)
- national structures in place
- low returns no longer acceptable to principal owners
- high risk/low margin/high profile municipal business
- bidding processes very costly
- lack of competition for municipal contracts.

9.4 Consequences

As a result of the above, major difficulties are encountered in the preparation of a contract:

- The difficulty of defining long-term strategy with any certainty.
- The difficulty of attracting serious bidders, who need to see a realistic opportunity for success and a simpler, less expensive process for tendering.
- The difficulty of predicting how funding might change over a given period, with a fixed contract excluding potential future funding opportunities.

- The difficulty of contracting for a particular methodology for a long period excluding new techniques for alternative and cheaper collection and disposal.

9.5 Contracting strategy

Taking into consideration the issues raised in 9.3 and 9.4 the following three main areas need to be considered: length, packaging, and specification.

Length of contract.

- length is most economically determined by the life of equipment.
- long term certainty for providers will ensure risks are managed and required returns on investments are easily attainable
- longer term contract allows risk to be shared more easily

Packaging

To facilitate a long term relationship with investment requirements it is essential that the contract incorporate both waste collection and waste disposal functions, as it will;

- enable ownership and joined up working to ensure waste is collected in most efficient way for processing
- allows costs to be spread
- develop understanding of the issues facing Southwark

Specification

It is essential the when specifying its requirements the Council is not too prescriptive but encourages innovation. The Council should not try and pass on its obligations however; it must seek to tie a partner into the targets it wished to attain requiring the partner to demonstrate how targets would be met over the life of the contract.

In summary Southwark needs to engage with the problems, decide how it wishes to achieve its targets, and tender accordingly, negotiating FLEXIBLE contracts.

10. Funding sources and green procurement

10.1 Green procurement policy

Green procurement is a general term used to describe incorporating environmental criteria into purchasing policy. The starting point is often an audit of suppliers to assess their environmental credentials (eg timber sourced from sustainable forests, peat-free compost, packaging reduction, limiting the hazardous nature of products, buying recycled paper, donating redundant equipment for reuse). The organisation may decide to focus on boosting the local supply of recycled products and/or including environmental criteria in its contracts.

The Mayor of London has developed a green procurement code to encourage commitment to buying recycled materials. Southwark is a signatory to the code along with 100 major companies and councils. By signing up to the code, the Mayor feels that these organisations have demonstrated that they are serious about the environment and have shown a commitment to the

sustainable development of London. Public purchasers constitute an important group of consumers. By their purchases such organisations represent a significant market and can contribute substantially to sustainable development by, for example, stimulating the market for recyclables.

The green procurement code states that:

- “We are committed to engaging with London Remade to explore practical opportunities for specifying and purchasing products made from recycled materials. In doing so we will:
 - contribute to general discussions about recycled products
 - have specific on-to-one discussions about our experiences and opportunities for specifying and purchasing recycled products.”

Along with being a signatory to the Mayor’s code, Southwark is working on its own green procurement policy and this will be going out to consultation later this year (2002).

Development of the policy will require an assessment of the possibilities to integrate green procurement within public purchasing through contract specification. Specific reference to environmental criteria tends not to be included in contract specification. The specification will include technical characteristics required by the contracting authority to ensure the product or service fulfils the intended use. Value for money criteria, non-discriminatory undertakings and references to standards will apply. Perceived higher costs of recycled products, lower standards and sourcing problems are often cited as barriers to purchase. The Mayor’s code uses case studies to explain how these barriers can be overcome.

10.2 Funding

The Council will develop a funding strategy that will identify sources of funding available to provide good quality waste management facilities in the Borough. As explained in Section 6, the costs of waste management are increasing. In addition, delivering the service needed to meet statutory targets is going to require a substantial financial commitment. The recycling provision envisaged for Southwark will require the redesign of existing facilities and the development of new facilities.

As explained above, there are significant funding opportunities for sustainable waste management projects (eg landfill tax credits, the DEFRA Capital Challenge Fund, and the New Opportunities Fund). In addition, there is funding through programmes such as the Neighbourhood Renewal Fund, SRB6 and European funding streams that are appropriate for some waste initiatives. For the Council to access some of these funding sources will require a partnership approach (eg with waste contractors, other local authorities, community sector).

11. Education and awareness

The Government’s Waste Strategy 2000 states the need to reduce the amount of industrial and commercial waste sent to landfill to 85% of that landfilled in 1995 and to recycle or compost at least 25% of household rubbish by 2005. Targets such as these, together with EU Directives, highlight the important need for consumers, retailers and businesses to work together to ‘rethink’ their rubbish and effect a real and permanent change in behaviour.

A fundamental part of the long-term strategy for Southwark is a waste awareness campaign. The most effective way of conducting the campaign is to form a link with existing initiatives that are based on lengthy research on consumer awareness, the messages that work and mechanisms for

effecting change. The most wide ranging is the National Waste Awareness Initiative (Rethink Rubbish).

11.1 National Waste Awareness Initiative and Rethink Rubbish

The National Waste Awareness Initiative (Rethink Rubbish) is a nation-wide waste awareness campaign to raise awareness about waste issues and effect a long-term shift in attitudes and behaviour to change the way rubbish is dealt with in the UK.

The Initiative was formed in response to a widespread demand for a clear and consistent national waste management campaign.

The 'Rethink Rubbish' campaign is the UK's first umbrella waste awareness programme. The campaign aim is to persuade people to take more responsibility and ownership of the rubbish they create and to deal with it in ways that are more sustainable.

It is unique in uniting retailers and media groups for the first time in a series of high profile partnerships to communicate clear, effective messages to consumers on understanding and dealing with their rubbish more positively.

There will be a month long consumer and retail campaign in the Summer of 2002 encouraging people to rethink rubbish and get into the recycling habit. The campaign will consist of a nationwide publicity campaign backed by a series of regional roadshows, media events and activities.

The campaign aims to:

- encourage consumers to 'Rethink Rubbish', ie *reduce, recycle* and *reuse*
- increase consumer understanding of how rubbish is dealt with and underline the important role they have to play in the management and disposal of their rubbish
- help to change consumer behaviour and help stimulate the demand for 'recycled' goods
- highlight important waste management issues
- help change consumer perception of the value of rubbish.

11.2 Waste awareness in Southwark

The waste awareness programme will be in four stages:

1. Research.
2. Waste audit and questionnaire survey.
3. Develop and implement the campaign.
4. Monitor, review and amend the campaign.

Stage 1 will seek to define current limitations of the existing infrastructure in detail and look at examples of recycling and communication best practice (eg Rethink Rubbish), which will inform the scope and approach to Stage 3 of the project. The desk-based study will include an evaluation of different approaches to recycling across the UK, considering the percentage recycling rates achieved and the impact of communication upon these schemes.

In Stage 2 a waste audit will be conducted to provide a detailed understanding of the waste stream. The focus of the audit will be household waste but would benefit from the analysis of other waste streams (eg CA site, bulky waste, street sweepings, flytipping, and commercial). To

encourage existing participants to do more, it will first be necessary to determine if there are particular waste streams being omitted from the system. The findings from the analysis will be supplemented by a questionnaire survey of householders. The attitudinal survey will be aimed at the same households subject to the waste analysis and could also include consumers leaving retail stores.

This research would assess people's attitudes to waste in Southwark and determine the nature of the incentives required to meet increased recycling levels. It would allow the Council to accumulate information on the:

- socio-economic profile of the household occupants
- purchasing habits of the occupants
- disposal patterns of the occupants (eg involvement in recycling/minimisation initiatives, usage of local civic amenity/bring sites and bulky waste removal)
- current environmental awareness of occupants (to gauge the effectiveness of the proposed waste recycling/minimisation strategies).

The information gathered in Stages 1 and 2 will be critical in determining the nature of the waste awareness campaign. The campaign aims will be to:

- lead people through a process of awareness, understanding and action with respect to waste minimisation, recycling and composting
- make a significant contribution to stabilising waste growth in Southwark to meet the strategy targets of 2%
- raise the level of awareness about the opportunities presented by the various kerbside recycling schemes, bring facilities and from home composting and other recycling facilities amongst the residents of Southwark by between 15 – 20%
- increase the level of understanding amongst people about the benefits of recycling and composting, the materials collected, and how they can participate in kerbside collection schemes where available, use bring facilities and participate in home composting by between 15 – 20%
- motivate those people who are not presently recycling, to do so
- encourage existing recyclers to look at their current actions and what they could do further to increase their recycling
- monitor and measure the impact of the campaign, and to amend and improve the campaign in later years in reflection of this monitoring.

There are a number of key platforms for a campaign:

- engage the public through face-to-face contact (ie roadshows, exhibitions, etc)
- new media - the Council website
- traditional media - local press, TV and radio
- face-to-face briefings with key editors
- regular columns/reports
- development of media partners, etc
- target opinion formers (eg MPs, MEPs, councillors, captains of industry)

- use of celebrities to excite and promote key campaign messages and secure engagement
- use business forums (eg breakfast briefings, Chambers of Commerce, Institute of Directors, etc)
- work with community and voluntary groups.

Stage 4 (monitoring) will be an important element of the campaign. It is essential to measure the impact of anything that we do to increase awareness, understanding and action in relation to recycling in Southwark. The ultimate measure is an increase in recycling tonnage and a reduction (or stabilisation) of waste arisings overall. This will not happen overnight, so it will be important to establish an ongoing programme to measure and monitor overall awareness and understanding by people - the precursors to action.

The waste audit and questionnaire will be repeated on an ongoing basis. Attitudes to waste and recycling will be compared over time and the impact on the waste assay of different waste initiatives (eg composting) will be evaluated.

Indicative costs of a waste minimisation campaign are around £100,000 for one-off costs and for a limited time. The costs of a long-term campaign would depend on the scale and intensity.

12. Process for review

The strategy will be reviewed on an annual basis and a report prepared not only outlining the key achievements but also focusing on areas that require improvement. A fundamental review of the strategy will be undertaken in accordance with the three phases, i.e. at 2005/06 and 2010/11 with a view to the preparation of detailed actions plans for each period.