

Item No.	CLASSIFICATION: Open	DATE: 2 nd December 2003	MEETING NAME Executive
Report title:		Waste Management Strategy	
Ward(s) or groups affected:		All	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATIONS

1. That the Executive formally adopts the Waste Management Strategy for the London Borough of Southwark.
2. That the Executive agree a set of procurement criteria by which different delivery options for achieving the strategy can be assessed
3. That the Executive note that there is a separate report on the agenda which looks at an assessment of the delivery options

BACKGROUND

5. On the 19th November 2002 the Executive received a report introducing Southwark's draft Waste Strategy. The Executive agreed the principles, mission and objectives of the Strategy, considered targets for recycling of household waste and recovery of municipal solid waste and agreed the process for consultation on the Strategy.
6. The Strategy was produced in response to both the new Executive's pledge to triple recycling by 2006 and the need to address Government targets for recycling in the short, medium and long term. Southwark has been set a national target for recycling of 10% by 2003/04 and 18% by 2005 / 06. The outturn figure for 2002/03 was 3.6%; the current month's figure is 6.4%. The Strategy sets targets for recycling and recovery in excess of those set above. Its adoption and implementation will mean that Southwark will be well placed to achieve top quartile performance for recycling and recovery.
7. This Report sets out the responses to the consultation process on the Strategy and sets out a final Waste Management Strategy, which embraces the comments received, for adoption.

CONSULTATION ON THE WASTE STRATEGY

8. A wide-ranging consultation exercise has been carried out in respect of the draft strategy. The results of this consultation exercise are set out below.
9. Comments were received on the following;
 - Principles of the strategy
 - Key policies and targets
 - The three phase approach and summary of actions
 - Action plan 2003/04 to 2005/06
 - Review process of the strategy

Residents

10. In order to consult with residents, the Council undertook doorstep market research through a questionnaire. 14,839 properties have been visited and 2,757 surveys completed. Analysis of the waste strategy questions reveals that over 75% of residents questioned responded positively to Southwark attempting to limit growth in waste arisings, to setting challenging targets for recycling and recovery and to dealing with waste through the provision of a new facility within the borough. The majority of residents (67%) think the Strategy should be formally reviewed on an annual basis.
11. The questions asked and details of the responses are listed below:

Do you agree that Southwark should attempt to limit the growth in waste arisings to 2% per year (national trend is 4%)

Yes = 86%

No = 3%

Don't Know = 11%

Should Southwark set challenging targets for recycling and recovery over and above current government targets?

Yes = 78%

No = 8%

Don't know = 16%

Should Southwark's waste be dealt with by the provision of a new waste facility in the borough?

Yes = 76%

No = 7%

Don't know = 17%

How often should Southwark' formally review its waste strategy?

Once a year = 67%

Every two years = 13%

Every five years = 2%

Don't know = 18%

Other Local Authorities

12. Southwark's Draft Waste Strategy was also sent to a number of other Local Authorities including neighbouring boroughs for comment. Feedback was positive on the main principles of the strategy; specific comments on the key policies and targets are below:
- Strong agreement that waste should be managed in accordance with the waste hierarchy
 - Whilst limiting growth in Municipal Solid Waste to 2% per annum was commended, concern was raised as to whether this would be achievable.
 - The targets for recycling and recovery were seen as stretching but achievable.
 - The establishment of a new waste facility was seen as the most positive aspect of the strategy and sustainability was fully endorsed by respondents

The GLA

13. The Mayor provides strategic regional direction for waste management. The Council, when drafting its Strategy therefore needed to be mindful of the Mayor's Municipal Waste Strategy as set out in detail in section 1.8 of the Appendix. Particular attention was given to supporting the targets and policies set by the Mayor's Strategy, specifically around recycling and recovery targets and its statements on incineration. Officers from the Waste Management Service therefore met with representatives of the GLA to discuss the Council's Waste Strategy. The GLA are supportive of the Council's strategy particularly the Council's approach to developing a facility within the borough and as such have asked to be actively involved on the procurement process. To this end the Council have offered the GLA a position on any future project board/steering committee for the project.

The Voluntary Sector

14. Southwark's key Voluntary Sector Partner – Southwark Community Recycling (SCR) assisted in the development of the draft Strategy – in particular the area around composting and the WEE directive. SCR are supportive of the approach that the Strategy takes to managing waste in Southwark in the medium and longer term by maximising reuse, recycling and recovery in the first instance.

Southwark Forum For The Environment

15. Southwark Forum For the Environment was asked to comment on the draft Strategy. They suggested the Council adopt a more joined-up approach to composting, by including grass from parks and leaves etc.

into the Strategy. They suggest that the Strategy should also include further information on waste education.

Environment Agency

16. A written response was received from the Environment Agency. The Agency believes that to be effective Southwark's Waste Management Strategy must:
- Plan for commercial and industrial as well as municipal waste management.
 - Consider all disposal options in determining Best Practical Environment Option (BPEO).
 - Ensure adequate spatial planning for new plant, collection, separation and re-processing sites in or near the borough.

Scrutiny Sub Committee

17. Officers took the draft Waste Strategy to the Environment and Community Support Scrutiny Sub-Committee in October 2003. Their recommendations were detailed in a report to the Scrutiny Sub-Committee on the 4th November, are as follows:
- "That the Executive recognises that the ability to recycle, both in terms of providing facilities and in providing sufficient information so that e.g. Southwark residents know what can be recycled.
 - That as wide a range of methods as possible are used to raise public awareness about waste and recycling
 - That the possibility of asking people to separate refuse is explored (enabling a clean, as opposed to dirty, Materials Reclamation Facility)
 - That incentive schemes to encourage recycling are considered
 - That the progressing of an integrated waste management contract is key and that the Executive gives priority to this, in order to make the necessary links with private and other partners".

Summary of Consultation

18. Overall the consultation has resulted in widespread endorsement of the Councils proposed approach.
19. The draft Waste Strategy has been amended to take account of comments received and the final version is contained at Appendix A.

SUMMARY OF THE STRATEGY

20. The Strategy is predicated on the following overarching sustainable vision.

‘Southwark Council has an ultimate goal of being socially, economically and ecologically sustainable. To this end, we aim to ensure the responsible and ethical management of all our activities. This policy covers the entirety of the environmental impacts that Southwark either directly causes, or can influence in the provision of its Waste Management Services and activities. We ensure that our social, environmental, sustainable and economic principles are integral to our management procedures and practised consistently throughout our operations.

Specifically, Southwark Council is committed to ensuring that wastes arising in Southwark is managed in a way that minimises the impact on the environment, engages with and supports community involvement and the local economy, and minimises the need to transport wastes and materials. This will be achieved by dealing with wastes locally and in a sustainable manner, encouraging innovation and seeking the involvement of all stakeholders to assist in reducing the rate of growth of waste.’

21. Underpinning this vision, the Strategy contains thirty three strategic policies in respect of each of the major components of sustainable waste management.
- Vision
 - Waste Education and Awareness
 - Recycling and Composting
 - Waste and Recycling Centres
 - Residual Household Waste Collection
 - Commercial Waste Collection
 - Waste Treatment and Disposal
 - Getting Southwark’s House in Order
 - Enforcement
22. Within this overarching philosophy, the specific, strategic approach to the management of waste is based on the following principles:
- to reduce total waste arising through the promotion of waste minimisation;

- to recover value from waste materials that would otherwise be disposed of in landfill; and
 - to minimise the social, environmental and financial impacts of waste management.
23. In addition to these challenging principles, the Council has set waste reduction as a primary aim:
- to limit the growth in Municipal Solid Waste arisings to below 3% by 2005/ 2006 and settle at 2% per year by 2010. In real terms, due to population growth (estimated to be an additional 27,000 residents by 2021), the actual rate of waste growth per head of population will therefore be decreasing.
 - In order to remain flexible to an ever-changing future, the strategy is a live document that will be subject to regular review and updating. Reviews will be completed annually in line with fundamental reviews undertaken every 5 years. Each review will assess the progress against targets, the effectiveness of specific initiatives, options for modification and the introduction of new systems.

DELIVERING THE STRATEGY

24. To deliver the Strategy, it is proposed that a three stage process be followed.

Stage 1 – 2003/04 to 2005/06

- Establishment of new systems
- Begin public information campaign
- Commence process to establish contractual arrangements to facilitate new waste facility

Stage 2 – 2006 - 2010

- Expansion and modification of established systems
- Expansion of education and waste minimisation campaign
- Establish new waste management facility

Stage 3 – 2011 – 2021

- Consolidation and expansion of existing schemes and facilities,
- Further promotion of waste minimisation and reuse

Stage 1 - Short Term

25. In the short term the Council will seek to achieve its statutory recycling rates of 10% in 2003/04 and 18% in 2005/06. Below are the steps that have been taken or are planned in order to seek to achieve our current targets.

Kerbside Collection

- In July 2002, the Council's blue box paper recycling scheme was rolled out to approximately 50,000 street dwellings. A recent successful bid to the London Recycling Fund means this will be extended to include glass and cans in February 2004.

Estates Recycling

- Two hundred Estate Based Recycling Sites are being introduced at a density of 1 per 350 dwellings. Funding for the scheme was received in part from the London Recycling Fund

Working With the Voluntary Sector

- Southwark works with and supports the voluntary sector through the provision of grants to enable the recycling and reuse of office furniture and computer businesses. In addition, the voluntary sector administers our subsidised home composting scheme.

Developing the Infrastructure

- A former swimming baths on the site of the current waste transfer station (Manor Place Depot) is being renovated to become a bulking facility for materials collected through recycling activities in the borough. Funding of £364,000 from London Recycling Fund has assisted in the project, which was match funded by the Council.
- The Council's Civic Amenity / Recycling and Reuse site has been significantly expanded to provide a major reuse and recycling centre for the borough. This initiative was part funded by London Recycling Fund money.

Bring Site Review

- The boroughs existing sixty six bring sites have been inspected and the position of each bank and the weight of recyclates collected has been reviewed. As a consequence, re-siting some existing banks and exchanging them for eurobins and expanding the number of sites will be commenced during December 2003.

Schools Recycling

- Paper recycling through our blue box scheme has been introduced into over 75% of schools in the Borough with complete coverage expected during 2003/04. Schools are rewarded for the participation with Book Tokens in relation to the weight of material they collect.

Green Waste Recycling

- A pilot scheme for the collection of garden waste has been undertaken over the summer months and it is intended to run a seasonal borough wide service from April 2004.
- Parks and gardens waste is also being diverted through Manor Place Depot and sent for reprocessing.

Education and Community Interaction

- “Southwark Slimes” – a short video featuring a family who don’t recycle has been produced – it aims to highlight why people should recycle and what Southwark is doing to encourage participation in recycling initiatives from all sections of the community.
- The post of Education and Promotions Officer (Funded from Landfill Tax Credits) has been created within a new Sustainable Waste Team. This team will take forward the Council’s recycling and waste minimisation education programme.
- A bespoke publicity campaign is planned for January 2004. The campaign will focus on why, what and how to recycle and will use different types of media to get the message across including, bus backs, tube stations and videos running on buses through the borough.

Street Cleaning waste and bulky household waste

- Some bulky household waste collected from estates is currently being separated at Manor Place Depot as a trial with a view to ensuring all recyclable materials may be extracted prior to disposal. Should the trial be successful all bulky household waste will be separated following collection.
- Street cleaners are to be given reusable sacks to collect cans and bottles during their operation.

Stages 2 & 3 - Medium/Long Term

26. The Strategy illustrates that the current waste infrastructure, even with recent enhancements, has insufficient capacity to enable the Council to reach its long-term recycling targets. One of the keys to moving forward in the long term is the creation of an appropriate infrastructure.
27. The recently produced draft Unitary Development Plan (UDP) designates a potential substantial new site for waste purposes. Whilst it is early days in the process, the identification of a site and the designation within the UDP puts the Council in a very strong position to achieve a recycling rate of over 50% by 2010 well ahead of the time scale within our strategy
28. A long term investment contract including the provision of a new waste management facility within the borough boundaries is believed to be the only viable way of creating a new waste infrastructure that will focus on Recycling and Recovery of value from materials and deliver the stretching targets contained within our Strategy.

29. There are a number of potential solutions to the problems faced by Southwark. These range from 'do nothing' and hoping the problem goes away, to the use of high-tech facilities and state-of-the-art collection and sorting systems. It is important that Southwark chooses a solution which meets the targets set, is both flexible and robust and is at an affordable price.
30. The Waste Strategy provides the overall framework for managing waste in Southwark. From this Strategy it is possible to identify the criteria by which different ways of tackling the objectives of the Strategy can be assessed. It is proposed that the criteria that be adopted are as follows:
 - Meeting and exceeding statutory targets for recycling and landfill.
 - Providing a universal service
 - Using 'green', innovative, alternative technology
 - Being acceptable to the local community in Southwark
 - Affordability
31. A separate report on this agenda looks at applying these criteria to the possible procurement options and provides a process for determining the most appropriate solution for Southwark.

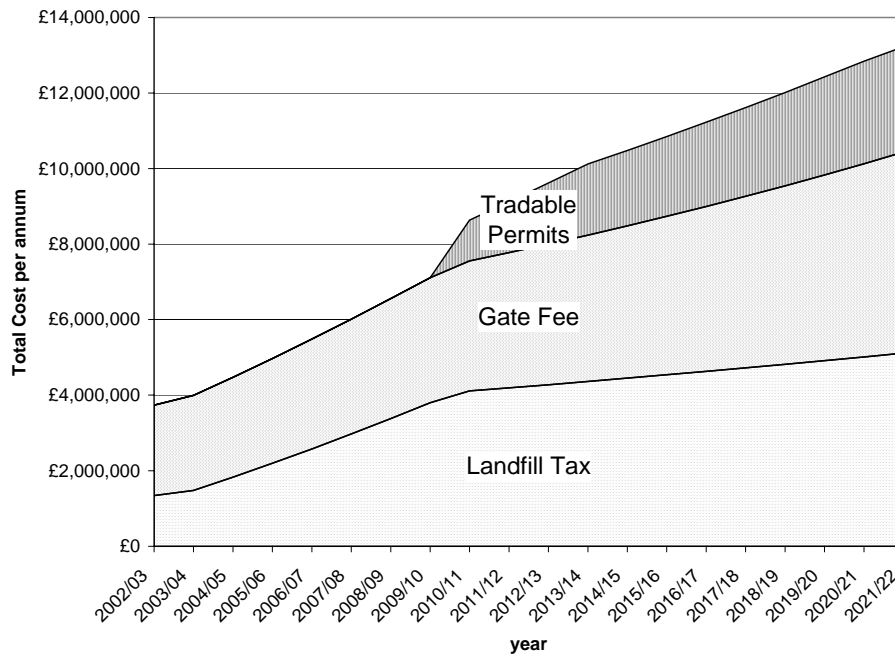
RESOURCE IMPLICATIONS

32. Should the Council continue with current practices, taking into consideration the waste growth projected in the waste strategy, costs of disposal will more than treble over the lifetime of the strategy.
33. The major factor in the increase in costs is the rising costs for using landfill as a disposal option. Fig 1 below provides an analysis of how costs of waste disposal through landfill would increase should the Council continue with existing practices. Fig 1 does not include costs for disposing of 25% of the borough's municipal waste through incineration or recycling 4.14% of the borough's household waste, as was the case in 2002/03.

The information on costs for using landfill as a disposal option is split into three distinct elements –

- Tradable Permits which will result from the implementation of the Waste Emissions Trading Bill
 - Gate Fee for material delivered to landfill
 - Landfill Tax.
34. For the purposes of financial implications, Fig 1 assumes a fixed gate fee, and takes account of growth in waste at the rate detailed with the Councils Waste Strategy.

Fig 1 - Graph outlining potential future cost of landfill if current practices continue



35. In addition to the landfill costs outlined above, continuing to dispose of 25% of the borough's municipal waste through incineration would cost approximately an additional £1.35Million in 2003/04 rising to 2.05Million in 2021/22, taking into waste growth but assuming a static gate fee.
36. Therefore overall waste disposal costs for the Council would increase from approximately £5.08Million in 2003/04 to approximately £15.28 Million in 2021/22.
37. The projected revenue implications of undertaking the collection of waste on the basis of current practice are £5.33Million for 2003/04. It is difficult to project how costs would increase taking into consideration waste growth and therefore no assumptions have been made. Costs for landfill and incineration gate fees have not been factored to take into account inflation and as such the same principle has been applied to collection costs.
38. The financial projections are based on broad assumptions of how costs will increase taking into consideration industry known factors at this time. Whilst it is difficult to quantify exactly the increase in estimated costs the proportional increase does provide a fair analysis of the scale of the problem the Council will face over the next 20 years. To this end a further report on this agenda provides Members with options for taking forward the Council's Waste Management Strategy in the medium to long term.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Chief Finance Officer

39. The report makes it clear that over the medium and long term the Council's current approach to waste management will become significantly more expensive. What Members should ensue is that the Council has a waste management strategy that ensures waste management remains affordable for the council.

Borough Solicitor & Secretary

40. There are no specific legal implications arising from the recommendations set out in this report. The Executive is however advised that in considering any actions it is to take it must have regard to the duties of Best Value introduced by the Local Government Act 1999. This requires that authorities are to secure continuous improvement in the way that they carry out their functions, having regard to a combination of economy, efficiency and effectiveness. The summary of the Waste Strategy sets out how these objectives are to be achieved.
41. In consulting on the strategy, the Council is required by virtue of Section 3(2) of the 1999 Act, to consult those who pay for or use the service and those appearing to the authority to have an interest in this area. Paragraphs 8-17 confirm the extensive consultation that has been undertaken.
42. In exercising any of its functions under Part II of the Environmental Protection Act 1990, which relate to waste on land, an authority must have regard to the municipal waste strategy prepared by the Mayor, and must also by virtue of the Greater London Authority Act 1999 consult with the Mayor on plans for recycling of waste. The Executive will note from paragraph 13 that the GLA are supportive of the Council's draft strategy.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
<i>Contract Files</i>	<i>Waste Division, Manor Place Depot</i>	<i>Mike Green 020 7525 2426</i>

Audit Trail

Lead Officer	<i>Gill Davies</i>	
Report Author	<i>Mike Green / Mary Morrissey</i>	
Version	<i>Draft 3</i>	
Dated	17 th November 2003	
Key Decision?	Yes	
<i>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER</i>		
Officer Title	Comments Sought	<i>Comments included</i>
Borough Solicitor & Secretary	Yes	Yes
Chief Finance Officer	Yes	Yes
<i>List other Officers here</i>		
Executive Member		
Date final report sent to Constitutional Support Services	18/3/2003	