



Report Title: **North London Joint Waste Strategy and SEA Public Consultation**

Forward Plan reference number (if applicable): **n/a**

Report of: **Niall Bolger, Director of Urban Environment**

Wards(s) affected: **All**

Report for: **Key Decision**

1. Purpose

1.1 The purpose of this report is:

- To seek approval for adopting the revised North London Joint Waste Strategy 2008 and associated Strategic Environmental Assessment Environmental Report.

2. Introduction by Cabinet Member

2.1 The 'North London Joint Waste Strategy (NLJWS) provides the framework for progress towards reducing, reusing and recovering a greater proportion of the municipal waste which is generated in the North London Waste Authority (NLWA) area and reducing the amount which is sent for disposal to landfill.

2.2 The NLWA has carried out a Strategic Environmental Assessment (SEA) of the North London Joint Waste Strategy (NLJWS).

2.3 The draft NLJWS was sent to the Mayor of London in 2006 and comments from the Mayor have been included in this latest version of the NLJWS.

2.4 European legislation known as the Strategic Environmental Impact (SEA) Directive aims to ensure environmental issues are properly considered and incorporated into plans and programmes of 'responsible authorities' which includes waste management by Local Authorities. As such, a SEA is required of the NLJWS to ensure high level protection of the environment, as well as the broader aspects of social and economic factors.

2.5 The resulting SEA draft NLJWS and the SEA Environmental Report were both out for public consultation during the period 6th May – 17th June 2008, a statutory period of six weeks.

- 2.6 The SEA process has not resulted in any policy changes to the NLJWS, but it has added a fifth scenario for consideration as part of the options analysis.
- 2.7 The draft NLJWS 2008 and the SEA Environmental Report represent a key step forward in managing waste in Haringey and the North London area in a sustainable way until 2020 and beyond.

3. Recommendations

- 3.1 That the Cabinet approves and formally adopts the North London Joint Waste Strategy 2008.
- 3.2 That the Cabinet delegates authority powers to the Director of Urban Environment in consultation with the Cabinet Member for Environment and Conservation to agree any final amendments to the NLJWS that come about after the draft has been through each partner borough's formal approval process, subject to these amendments remaining broadly in line with the content of the existing version of the NLJWS.

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4. Chief Financial Officer Comments

- 4.1 The cumulative costs of the different waste management scenarios until 2045 show that the 'Partnership' option is the least expensive overall. However, this scenario does not meet the required landfill diversion targets and thus may not be a viable option. The second least expensive option is the 'Procurement' scenario which has a total overall cost of £6,184 million by 2045 (compared to a previous estimate of £6,131 million for the Partnership scenario). Detailed financial implications by constituent boroughs are not yet available. However, these are likely to become clearer as the NLWA procurement process proceeds and an Inter Authority Agreement is developed.

5. Head of Legal Services Comments

- 5.1 This report is seeking Cabinet approval of the North London Waste Strategy, subject to any necessary revisions to the Strategy following completion of public consultation on 17th June 2008.
- 5.2 The Mayor of London's Municipal Waste Management Strategy- (the Mayor's Strategy) states that all two-tier waste authorities in London must have a joint municipal waste management strategy, in line with the Government Guidance.

This must demonstrate how they will work together to deliver the Mayor's Strategy in their area.

- 5.3 The Mayor's Strategy also states that the four statutory joint waste disposal authorities (East London Waste Authority, North London Waste Authority, West London Waste Authority and Western Riverside Waste Authority) should each have a joint strategy that covers their own area.
- 5.4 The North London Joint Waste Strategy jointly prepared by eight partners comprising the seven North London constituent borough councils (Barnet, Camden, Enfield, Islington, Hackney, Haringey, Waltham Forest) and the North London Waste Authority, is in line with the Government Guidance on Municipal Waste Management Strategies (2001) and the Waste Strategy for England (2007) and indicates how the North London partner authorities will implement the relevant policies and proposals within the Mayor's Strategy.
- 5.5 The report is further seeking that Cabinet delegates to the Director of Urban Environment in consultation with the Cabinet Member for Environment and Conservation, the power to approve any final amendments to the North London Joint Waste Strategy prompted by response to the public consultation or by the partner boroughs after the Strategy has been through each partner borough's approval process.
- 5.6 Cabinet has the power under Part 4, Section F.1(4) of the Council's Constitution to delegate any of its functions to a Director.
- 5.7 The Head of Legal Services confirms that there are no legal reasons preventing Members from approving the recommendations set out in Paragraph 3 of this report.

6. Local Government (Access to Information) Act 1985

Relevant Documents

Waste Strategy for England 2007, DEFRA.

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

North London Joint Waste Strategy, SEA Draft, May 2008.

North London Waste Authority Strategic Environmental Assessment of the North London Joint Waste Strategy Environmental Report, May 2008, ENTEC UK Ltd.

North London Waste Authority Strategic Environmental Assessment of the North London Joint Waste Strategy Appendices to the Environmental Report, May 2008, ENTEC UK Ltd.

North London Waste Authority Strategic Environmental Assessment of the North London Joint Waste Strategy, Non Technical Summary, May 2008, ENTEC UK Ltd.

Directive 2001/42/EC – the Strategic Environmental Assessment (or ‘SEA’) Directive.

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

Sustainability Appraisal of the North London Waste Plan. Issues and Options Sustainability Commentary, Mouchel, December 2007, see <http://www.nlwp.net>.

7. Strategic Implications

- 7.1 The 2008 draft of the NLJWS has been updated in several areas from the 2004 version to account for:
- The Government’s updated Waste Strategy for England 2007 which includes more ambitious recycling and composting targets (50% by 2020).
 - The GLA Act now requires London strategies to be ‘in general conformity with’ rather than ‘have regard to’ the Mayor of London’s Municipal Waste Management Strategy.
 - Minor changes to language and wording to remove ambiguity, make the strategy up-to-date, and improve the precision of the document.
- 7.2 Haringey’s future recycling target as set out in the Recycling Strategy for Haringey 2006-2020 is to reach 45% recycling by 2015/16. This is in line with the proposed NLJWS 2008 target of 50% by 2020.
- 7.3 The draft 2008 version of the NLJWS that was put out for consultation also included a proposed revision of the recycling target for 2010/11 from 35% to 40%. However, following the consultation process the original target of 35% has been reinstated, and this will be reflected in the final draft of the NLJWS 2008.
- 7.4 There are 23 proposed amendments to the Strategy which are listed in Appendix 1.
- 7.5 The effects of the policies within the NLJWS are all predicted to demonstrate positive environmental benefits in all of the objective areas and thus it has not been necessary to change any of the policies contained within the NLJWS as a result of the SEA process.
- 7.6 As a result of the SEA, Chapter 6 ‘Identifying the Best Option for North London’ replaces the previous ‘Identifying the Best Practicable Environmental Option (BPEO) for North London’. This is due to the European SEA Directive (Directive 2001/42/EC) necessitating a retrospective SEA of the NLJWS replacing the BPEO as the principle decision making tool supporting waste management strategy preparation.

- 7.7 The focus of the SEA process is on environmental effects but in this case it was decided to broaden the assessment to cover social and economic effects making it more consistent with the Sustainability Appraisal process. However it has left out other balancing factors such as deliverability and cost, which were previously incorporated into the BPEO.
- 7.8 The SEA Environmental report notes that there were no issues of conflict identified between the objectives contained within the NLJWS and the other plans and programmes that were considered to be relevant. However, it was noted that the publication of Planning Policy Statement 10: Planning for Sustainable Waste Management 2005 and the publication of Waste Strategy for England 2007 could result in some issues because both were published after the publication of the 2004 draft of the NLJWS. Accordingly the NLJWS was updated and in particular the recycling and composting targets included in the NLJWS were updated to bring them in line with the new national waste strategy objectives. A new additional target for recycling and composting of 50% by 2020 has been introduced, and this can be seen in the amended action 6.B (see Appendix 1).

Changes have been made to all four of the existing NLJWS scenarios and a new 5th option – the ‘Procurement Scenario’ (see Table 1) has been added to the strategy. Whereas in the previous 2004 draft of the strategy a recommended scenario was put forward (the Procurement Scenario), following the consultation process it has been decided not to recommend a particular scenario. This will enable the procurement process for future waste management facilities to be technology neutral.

- 7.9 Changes to the previous options have been made to reflect current national waste strategy targets, and all scenarios have been remodelled on the basis that the current collection systems being used by the boroughs would be retained in the future rather than the previous assumption that collection systems would converge.

Table 1. Features of the five scenarios assessed by the SEA Process

Element	Option 1 Minimum Compliance Scenario	Option 2 Borough-led Scenario	Option 3 Partnership Scenario	Option 4 Mayor's Aspirational Scenario	Option 5 Procurement Scenario
Recycling and Composting Standards	Waste Strategy 2007 40% by 2010, 45% by 2015, 50% by 2020 from kerbside collection	Waste Strategy 2007 40% by 2010, 45% by 2015, 50% by 2020 from kerbside collection	Waste Strategy 2007 40% by 2010, 45% by 2015, 50% by 2020 from kerbside collection	40% by 2010, 50% by 2015 and 55% by 2020 from kerbside collection Recycling/composting through the MBT performance increases the level to 60%.	Waste Strategy 2007 40% by 2010, 45% by 2015 and 50% by 2020 from kerbside collection
Recycling and Composting Collection Method	Mix of kerbside sorting and commingled collections	Mix of kerbside sorting and commingled collections	Mix of kerbside sorting and commingled collections	Mix of kerbside sorting and commingled collections	Mix of kerbside sorting and commingled collections
Recycling and Composting Processing Method	Sorting and bulking materials before delivery to re-processors In-vessel and open windrow composting facilities	Sorting and bulking materials before delivery to re-processors In-vessel and open windrow composting facilities	Sorting and bulking materials before delivery to re-processors In-vessel and open windrow composting facilities	Sorting and bulking materials before delivery to re-processors In-vessel and open windrow composting facilities	Sorting and bulking materials before delivery to re-processors In-vessel and open windrow composting facilities
Energy Recovery Treatment Technology	New Energy from Waste (EfW) plant (450,000 tonnes per year) replaces existing Edmonton EfW plant in 2015)	Edmonton EfW plant closes in 2015 and is replaced by 2 gasification plants taking a total of 250,000 tonnes per year; 2 Mechanical and Biological Treatment (MBT) Plants with Refuse Derived Fuel (RDF) facilities capacity to take 385,000 tonnes per year; 2 MBTs with Anaerobic Digesters (AD) to take 270,000 tonnes per year.	New EfW plant (450,000 tonnes per year) replaces existing Edmonton EfW plant in 2015, plus a 250,000 tonnes per year MBT with AD Plant	New EfW plant (270,000 tonnes), representing North London's per capita share of London's current energy from waste capacity, replaces Edmonton EfW plant in 2015 plus 200,000 tonnes per year MBT with AD plant.	New EfW plant (540,000 tonnes per year) replaces Edmonton EfW in 2015 plus a 250,000 tonnes per year MBT with RDF plant.

7.10 The previous 'best' option (Option 3) was very similar to the new procurement scenario (Option 5) with two notable exceptions. The first is the increased capacity of the Energy from Waste (EfW) plant in the procurement scenario (540,000 tonnes per year; a 90,000 tonnes increase). The second is the choice of a Refuse Derived Fuel (RDF) plant instead of an Anaerobic Digestion (AD) plant. However, no particular scenario is being formally recommended as part of the 2008 NLJWS.

7.11 New appraisal indicators and criteria are proposed following the SEA. No changes have been proposed which will adversely affect Haringey. The full table of criteria can be found in Appendix 2.

8. Financial Implications

- 8.1 Chapter 6 of the revised strategy outlines the costs of the different scenarios, including the new 'procurement' scenario (see Table 2 below).
- 8.2 Calculating the overall costs of the different options until 2045, the 'Partnership' option is the least expensive overall. However, this scenario does not meet the required landfill diversion targets and thus is not a viable option. The second least expensive option is the new 'Procurement' scenario.

Table 2 - Projected Cumulative Costs for All Scenarios (based on data from SEA Draft Chapter 6, NLJWS, May 2008)

Scenario	Projected cumulative costs (at 2006 prices) for waste collection and disposal from and inclusive of 2006				
	All costs are in £million				
	Baseline cost 2006	Overall cost to 2010	Overall cost to 2014	Overall cost to 2020	Overall cost to 2045
Option 1: Minimum Compliance	100	553	1,046	1,935	6,227
Option 2: Borough-Led	100	553	1,048	2,121	7,159
Option 3: Partnership	100	553	1,046	1,938	6,131
Option 4: Mayor's Aspirational	100	551	1,045	2,003	6,586
Option 5: Procurement	100	435	1,046	2,947	6,184

9. Legal Implications

- 9.1 The legal implications are outlined in section 5 above.

10. Equalities Implications

- 10.1 The SEA highlights some uncertainties with regard to procurement of land which relates to the localised impacts of waste processing plants. It is possible that the geographical location of the plants could have a negative impact on the quality of life of some of Haringey's residents.
- 10.2 The locations of the proposed sites are not mentioned. Any chosen sites will be assessed by Environmental Impact Assessment when facilities have been proposed.
- 10.3 During the consultation process it has been determined that an Equalities Impact Assessment (EIA) needs to be carried out on the draft SEA and proposed revised NLJWS. However, this will be done separately retrospectively. The assessment that has already been carried out by the NLWA on the main implementation actions, aims and objectives will and can

form the basis for EIA, and the process of approving and adopting the NLJWS by Haringey can proceed in the absence of the formal EIA.

11. Consultation

11.1 The consultation process for the revised NLJWS and SEA Environmental Report commenced on 6th May 2008:

- A press release was issued about the consultation and sent to all relevant local publications. Releases were customised for each borough.
- Email notification of the consultation was sent to 158 individuals either directly from the North London Waste Authority or via other umbrella groups – such as the Association of London Cleansing Officers and the London Community Recycling Network. The list included members of the North London Waste Plan Sustainability Appraisal Panel, local universities, residents who had previously asked to be notified about the process and all local Friends of the Earth Groups. The statutory consultees who were contacted at the scoping stage of the SEA were also contacted again.
- Some boroughs also carried out additional notification, e.g. Haringey contacted the Panel for Haringey's recent Waste and Recycling Scrutiny Review and members of Haringey's 'Better Places Partnership'.
- A series of press adverts was placed in relevant local publications three weeks in to the six week consultation process.
- A final press release was issued in the penultimate week of the consultation period.
- Printed copies of the consultation questionnaire and the non-technical summary of the SEA environmental report were made available in all borough libraries.
- A copy of all the documents was made available for download on the North London Waste Authority website.

11.2 Residents were invited to respond to the consultation using a consultation questionnaire to guide their responses. Written and email responses were invited.

12. Background

12.1 The draft NLJWS was prepared by the eight partners (the seven North London constituent borough councils and the North London Waste Authority) in 2004 setting out the partners' plans for managing waste between 2004 and 2020. It concluded that the partners should implement serious waste prevention measures, that a target should be set to recycle or compost 45% of household waste by 2015/16 and that we should divert from landfill (initially through the Edmonton energy-from-waste facility and later through other new facilities) as much waste as necessary to avoid fines arising from the Landfill Directive. Importantly it concluded that this should be carried out in partnership in order to secure optimum economies of scale and to minimise impacts on local residents.

- 12.2 The draft NLJWS 2004 included actions to minimise waste at source and to encourage reuse as priorities in preference to recycling, composting and energy recovery. This approach is in line with national and Europe-wide approaches to municipal waste management strategies, which are based upon the 'waste hierarchy', putting waste avoidance at the 'top' of the hierarchy as the 'best' thing to do and landfill disposal at the 'bottom' of the hierarchy as the worst solution for managing waste.
- 12.3 Although the NLJWS was produced in 2004, it was not approved by all partners until 2006 and only once all eight partners had agreed the strategy did the London Mayor prepare his formal comments which were received in December of that year, after the deadline for final implementation of the requirements of the Strategic Environmental Assessment (SEA) Directive in the UK.
- 12.4 A SEA follows a number of stages:
- The first stage is to prepare a scoping report, which must be sent to a number of statutory consultees.
 - Following this stage a SEA environmental report must be produced and issued for public consultation, along with the draft strategy on which the SEA is being undertaken.
 - Following consideration of the comments received via the public consultation process, a revised strategy must be produced.
 - Then, both the strategy and accompanying environmental report must be adopted.

13. Conclusion

- 13.1 The revised draft of the NLJWS prepares the way forward for managing North London's waste sustainably and in accordance with European, national and regional policies and strategies.
- 13.2 The SEA Environmental Report considers a wide range of environmental, social and economic factors to help ensure that North London's waste is managed in a sustainable way.

14. Use of Appendices / Tables / Photographs

- 14.1 *Appendix 1* – Excerpt from Briefing Paper on North London Joint Waste Strategy, March 2008 – Strategy Implementation Actions with Proposed Changes
- 14.2 *Appendix 2* – Excerpt from Strategic Environmental Assessment of the North London Joint Waste Strategy, Environmental Report, May 2008 – SEA Objectives and Appraisal Criteria

15. Background Reading

- 15.1 North London Joint Waste Strategy, Mayor's Draft, September 2004, (NLWA).
- 15.2 North London Waste Authority, Strategic Environmental Assessment of the North London Joint Waste Strategy, Environmental Report, May 2008 (Entec UK Ltd).