



LONDON WASTE ACTION

Annual Report June 1997 - December 1998

London's homes have increased
waste by 3.5% in one year

3.5%

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LWA plays a new and unique role

- Co-ordination between the producers of goods, retailers, the public and the statutory authorities
- Longer term investment decisions
- Inclusive broad package of sustainable waste management practices
- 'Joined-up' thinking to the management of waste in London

Executive Summary

- Established in 1997, London Waste Action (LWA) brings together London's private and public sector leaders to develop a waste management strategy for the capital. Working to achieve consensus on real solutions to real issues, its aim is to reduce waste and find alternatives to landfill.
- In 1997 and 1998, the London Boroughs, with support from the Government, invested in schemes which provided doorstep collection of recyclable material and enable a greater number of residents to compost waste. While the capital's householders produced 3.5 per cent more waste than during the previous year, the amount recycled increased by 20 per cent.
- Assisted by the requirement for packaging recovery notes, recycling firms responded enthusiastically to the increase in available material. While prevailing prices have affected agreement on new supply arrangements, greater emphasis on sub-regional marketing has reinforced working relationships between local authorities and the waste industries and laid the foundations for secure longer-term supply in key product sectors.
- The Landfill Tax Credit Scheme has also contributed to this progress. We believe that clarification of the regulations governing this scheme will allow the partnership arrangements between the public and private sectors to achieve their full potential as a major driver of increased diversion and - more specifically - of recycling.
- LWA has made significant progress in discussions with companies that recycle. Over the next year, it will build on this success with the development of a Waste Reduction Plan for London and activity to raise awareness of waste-management issues among businesses and householders.



LONDON WASTE ACTION

'To promote for the public benefit waste management practices which promote the conservation, protection, improvement and sustainability of the physical and natural environment in and around London'.

Areas where homes produce the most waste

Borough	Annual average per household (Tonnes)
Hillingdon	1.21
Enfield	1.16
Hounslow	1.14
Havering	1.13
Bromley	1.11
Merton	1.11

The Objectives of London Waste Action

LWA plays a new and unique role. We aim to increase co-ordination between the producers of goods, retailers, the public and the statutory authorities and all concerned with the disposal or diversion of waste in London.

In early 1996, the London Pride Partnership created the London Pride Waste Action Programme to investigate ways of increasing the proportion of the capital's waste that is used reused and recycled. It concluded that a significant improvement depended on two main initiatives. The first is a working partnership between public and private sectors. The second is a total overhaul by the Boroughs of the way they collect and process waste.

London First and the Association of London Government with the support of the Government Office for London founded LWA to provide a vehicle for the partnership between public and private sectors. Working alongside LWA is the London Boroughs Recycling Programme, formed by 32 of the city's 33 Boroughs with the help of £12 million borrowing approval under the Government's Capital Challenge Fund.

LWA's objective is:

To promote for the public benefit waste-management practices which promote the conservation, protection, improvement and sustainability of the physical and natural environment in and around London.

The average home produces 0.9 tonnes of waste

London boroughs diverted nearly 20% more from disposal (mostly landfill) last year

We have found widespread support for more inclusive, cross-sector understanding and actions.

LWA's mission is to open up and facilitate opportunities for sectors to work together towards ambitious environmental gains in the management of waste.

There is good progress to report across the sectors

- Under the leadership of London First, the businesses of London are examining increasingly closely their environmental requirements and performance.
- Despite reducing resources, the Boroughs continue to invest in increased recycling.
- The waste management industry has invested in this focus brought to the management of London's business and household waste.

Our achievements

London supports a more inclusive, cross-sector understanding of and response to waste management. We have found that throughout industry, commerce and the Boroughs, there is a sense that entrenched views have hindered the development of joint initiatives

LWA's mission is to create and facilitate opportunities for public and private sectors to work together towards the achievement of ambitious environmental benefits from waste management. Our responsibility is to establish the conditions under which confident partnerships between sectors result in an investment in new forms as management. As well as across sectors, networking is essential within the commercial sector - an area in which LWA can make a singular contribution.

Excellent progress across sectors

- London First and London's businesses are examining increasingly closely their environmental requirements and performance.
- Despite reducing resources, the Boroughs continue to invest in increasing recycling.
- The waste-management industry has invested in the increased focus on the management of the capital's business and household waste.

Supporting the London Boroughs Recycling Programme

The London Boroughs Recycling Programme is one of the most ambitious attempted in municipal waste management. The Boroughs have made a major investment in recycling in a serious attempt to shift the focus of household waste management, achieving in the first year (to March 1998) an increase of almost 20 per cent in the materials separated for recycling. They have also learnt a great deal about the methods and economics of the collection of materials for reuse and recycling.

LWA has encouraged the support of other sectors for this programme by

- drawing on the expertise of manufacturers, retailers and the waste industry

This includes experience of recycling and MRF (material recycling facility) operation, metal and plastics recycling, oil recycling, glass collection, community-based initiatives and composting

- encouraging closer co-operation between the markets for waste products and the producers of goods, retailers, the public and the Boroughs

Since the beginning of the year and the requirement of the Producer Responsibility Regulations for packagers to recycle, demand for post-consumer metal and plastic packaging have risen. By working with the packaging industry (primarily Incpen, Cleanapak and VALPAK), LWA has sought to strengthen demand for waste packaging and the Boroughs' links with reprocessors.

- facilitating proposals for increased recycling of metal packaging

Introduced throughout last year to the Boroughs, reprocessors are seeking to purchase increasing amounts and will help to build the infrastructure to support this activity. They also aim to boost the proportion of their production feedstock obtained from recycling sources.

- promoting a proposal for increased plastics recycling

While the plastics industry wants to buy more plastic for reprocessing, the low prices do not meet the Boroughs' collection costs - even with the operational support of the Producer Responsibility compliance organisations. The sale price falls so far short of the costs that some collections have been discontinued. Plastic is such an important component of the waste stream that the plastics industry has now proposed a pilot collection scheme. LWA is promoting this scheme with the capital's waste disposal authorities, VALPAK and Cleanapak. However, it requires the financial support of a landfill tax payer, which we shall pursue during 1999.

- encouraging increased capacity and demand for paper

LWA has sought commercial support for the proposal to build a mini paper mill in North London. We are also encouraging Government support of proposals for increased milling capacity for recycling newsprint in Kent.



London homes composted 20% more

LWA has:

- Brought experience from recycling and MRF operation, from metal and plastics recyclers, oil recycling, glass collection, community based initiatives and composting.
- Brought the markets for waste products into closer co-operation with the producers of goods, retailers, the public, the Boroughs and the re-processors.
- Introduced more possibilities for recycling metal packaging
- Introduced more possibilities for recycling plastic packaging
- LWA is preparing a Waste Reduction Plan for London.

Areas where homes produce the least waste	
Borough	Annual average per household (Tonnes)
Hammersmith & Fulham	0.63
Lambeth	0.61
Westminster	0.60
Kensington	0.60
Tower Hamlets	0.54

A sub-regional focus for London waste management

Most Boroughs are members of statutory or voluntary waste disposal authorities which determine the destination of the bulk of the city's household waste and contract in bulk for landfill and incineration. LWA has worked with the disposal authorities to affirm these sub-regional arrangements for this activity. By strengthening the relationships between disposal authorities and boroughs in this way, we are seeking to achieve economies of scale.

The strong long-term relationships between waste-management companies and disposal authorities will underpin the creation of an affordable sub-regional framework which will boost operating efficiency.

The disposal authorities will identify the best environmental option for waste management in line with Government targets. With this in mind, a number of major disposal contracts are being reviewed to ensure increased environmental disposal over the coming decade. This marks a significant shift towards more flexible, environmentally sensitive and strategic options for waste management in London.

A waste-reduction plan for London

The quantity of waste generated within London is increasing steadily. Last year, the Boroughs handled 3.5 per cent more than the year before. The best environmental solution is a reduction in the amount of waste generated.

The Boroughs and the Government are seeking to address this issue as part of the London Boroughs' Recycling Programme. LWA has agreed a brief to prepare a waste-reduction plan for London and obtained Entrust approval and funding. Initial proposals will be available in Spring 1999.

Success for this initiative depends on increased co-operation between the consumer goods industry, householders and the workplace to change packaging and shopping practices and also to change waste management.

Promoting greater waste awareness

Increased awareness of waste management issues is essential to sustain change in practices. However, promotional programmes are costly and the results difficult to measure. Maximising the cost benefits and effectiveness of promotion is a major objective of LWA's investment in this area (approved by Entrust). Our investment is designed to support activity undertaken by the boroughs and businesses and co-ordinate it with the many current and proposed initiatives.

20%

London Boroughs from April 1997 to March 1998: an average domestic waste recycling rate across London jumping by nearly 20% from 9.9% to 11.4%. They are aiming for a 13.5% recycling level by March 1999.

The increase was achieved even though the total amount of household waste collected by the Boroughs rose by 3.5%, from 2,354,443 to 2,438,017 tonnes.

The London Boroughs' Recycling Programme

Funded by a £12 million borrowing approval from the Government, the London Boroughs' Recycling Programme is investing in an infrastructure to boost recycling levels in the 32 participating boroughs.

In the first year (April 1997 to March 1998), the Programme met its targets, with the average domestic recycling rate across the capital leaping by almost 20 per cent, from 9.9 per cent to 11.4 per cent - an increase achieved despite the 3.5 per cent increase (from 2,354,443 to 2,438,017 tonnes) in the total amount of household waste collected.

Recycling levels vary greatly across London. (The Appendix contains details of these levels for participating Boroughs.) Taking into account the opportunity for improvement and consolidation as well as the likely continuing increase in total household waste, the Programme has an ambitious target: a recycling level of 13.5 per cent by April 1999.

As a result London homes sent just 1.9% more to disposal (mostly landfill)

Lessons in Management Policy

Prices of materials have taken a tumble. A breakthrough in increasing the value of recyclables is needed in order to sustain the Boroughs early, giant step forward in recycling. This must be a priority for government policy intervention.

Lessons for Waste Management Policy

The Government is reviewing its policy on waste management. This policy will be set within a broad environmental strategy, including a commitment to act to slow down global warming. Tax regimes, policy guidance and European Union directives all support reduction in landfill.

From its first 18 months of working with both the public and private sectors, LWA has identified five issues for waste management policy.

Market for collected materials

The impact of world economic trends has caused the prices of collected materials to tumble with little likelihood of an increase in the foreseeable future. A swift increase in the value of recyclables is essential to sustain the Boroughs' speedy and major advances in recycling activity and this must be a priority for Government policy intervention. One major opportunity is in the proposals for additional recycling of newsprint, which would have a major positive impact on household waste.

Integrated solutions

Over 90 per cent of London's waste goes to landfill - a situation which is unsustainable. Despite the steep increase in recycling throughout London, landfill continues to play the main role in waste management.

LWA promotes a wide range of waste management options based on their sustainability and contribution to the enhancement of the environment. Environmental and public expectations, European directives and Government policy demands a reduction in landfill. We need to identify options that - like landfill - can accommodate large quantities of waste.

Without recycling and composting this would have increased by 15%

London homes recycle and compost 11.4%

The Landfill Tax Credit Scheme

There is uncertainty about how the scheme can operate, specifically in the following respects:

- The Boroughs have invested heavily in increasing recycling. They do this through a variety of partnership schemes. The Government must make clear that the landfill tax can support the costs of recycling.
- The Government should allow tax credits and public funds to unite in partnership for better waste management.

The average home

- Recycles 9%
- Composts 2%
- Disposes 89%

The most environment friendly homes in London

- Recycle 22%
- Compost 7%
- Dispose 71%

Landfill Tax Credit Scheme

The successful operation of the Landfill Tax Credit Scheme requires several issues to be addressed.

- LWA's proposals for increasing plastic packaging recycling depends on landfill tax payments for interim support of its major pilot scheme. It is vital that the Government clarifies that tax credits can be used in such a partnership between the public and private sectors.
- The boroughs have invested heavily in increasing recycling despite the tight restrictions on expenditure and the competing claims of statutory duties. Competing demands on their funds will intensify. The boroughs have the opportunity to maximise their limited financial resources by joining forces through partnership schemes. However, such initiatives are hampered by the landfill tax payer not receiving a credit for the 10 per cent paid by the boroughs.
- Such partnerships should also permit other publicly funded bodies to combine with the waste industry to achieve their policy objectives. The Government should allow public funds to facilitate partnerships. These already exist in public-private partnership on other issues and should not obstruct creative joint investment in sustainable waste management. Clear codes of conduct already ensure that partnerships do not compromise the public sector's inspection and regulatory responsibilities and these can be strengthened.
- These issues assume additional significance within the context of the importance of identifying funding for the 10 per cent for which the tax payer does not receive a credit. Private sector sources have proved hard to find. The Government should extend the credit to 100 per cent and, failing this, clarify that the 10 per cent can include local authority as well as private funds. Public funding allows nine times more resources to be made available.

Currently, two incinerators produce energy from the capital's waste; more are needed to reduce dependence on landfill. Energy from waste projects will need to demonstrate their role within a broad waste-management strategy and that they are the most practicable and environmentally sensitive option.

High-quality, up-to-date information

The quality of information on waste is poor. This report contains current information on waste in London. We recommend that the Government should support programmes to produce and disseminate regular, up-to-date information on a national basis.

The Greater London Authority and the Mayor

In 2000, with the establishment of the Greater London Authority, the Capital's Mayor will assume strategic responsibility for waste, signalling a new wider environmental framework for the city's waste management activities. In the meantime, LWA will continue to provide a focus for the capital and demonstrate the continuing role for private and public partnership in this area.

London's homes look likely to increase their production of waste by a further 9% this year... a total increase of 12.5% over 2 years

Next year:

- **Waste Reduction Plan**
- Half of London's homes now have waste collected from their doorstep for recycling. It is a massive opportunity to increase recycling
- The quality of information on waste needs improving. We shall be publishing more and better information. This information is the first batch. It is more detailed and up to date than before.

London Waste Action: 1999 Programme

Market development

Existing links between LWA, Incpen and VALPAK and Cleanapak will result in the close working relationship with the packaging industry that is crucial for the extraction of materials from the waste stream.

LWA will continue to act on behalf of the London Boroughs to facilitate the supply to processors of materials collected. A key to progress in this area is the funding of a major pilot plastics collection scheme through PRNs and landfill tax credits.

Waste reduction plan

The Government places great emphasis on this important aim for the Capital Challenge Programme. The amount of waste collected by the boroughs increases annually (last year by 3.5 per cent). Reduction is a crucial element of a waste management strategy and slowing the rate of this increase in waste is an urgent objective.

An initial draft plan, to be prepared by May, is likely to include the following:

- the collation of data on London's waste and its composition;
- the establishment of a system to improve the quality of data;
- trend analysis;
- identification of the main materials and activities that generate waste;
- the establishment of benchmarks for waste generation rates for each sector;
- the establishment of short-term reduction targets, including policies for purchasing recycled goods and measures to help London's businesses reduce waste.

Promotion of reduction and recycling

Thirty two Boroughs participate in the London Boroughs' Recycling Programme. By March 1999, half of London's 2.7 million households will benefit from doorstep recycling collections. International experience indicates sustained

participation depends on sustained promotion. In a large city, it is particularly important for participants to see that their activities are one element of a programme of national promotions. We plan to develop a communications plan to encourage London to play a role in these initiatives while giving its own programmes a city-wide identity.

Data

We also plan to publish more data on household waste management, giving greater detail and analysis.

Resources

LWA is funded mainly through the Government's Landfill Tax Regulations, which levy a tax for waste disposed of in landfill. However, the taxpayer may receive a 90 per cent tax credit on paying a registered environmental body for an approved waste-related activity. Under this scheme, Shanks & McEwan and Cleanaway both made payments to LWA. We received financial and in-kind support from London First and the Association of London Government. Our surplus for the period to December 1998 was £113,687.

Management and Membership

London Waste Action is an Environmental Body under the Government's Landfill Tax Regulations, a Company Limited by Guarantee and a Charity.

Membership is shared by the Association of London Government and London First and Chaired jointly by Lord Sheppard and Cllr Lord Harris.

There is a Board of 6 Directors who are:

Cllr Lord Harris (Chair)

Association of London Government

Cllr Len Duvall

London First

Lord Sheppard and Stephen O'Brien

Cleanaway

Paul Smith replaced Lord Sheppard on 21 December 1998

Environment Agency

Simon Read

Wastewatch

Ray Georgeson

The Government Office for London holds Observer status.

Staffing is provided by:

Colin Roberts, Chief Executive
Gordon Williamson, Company Secretary
Nick Gossip, Administrative Assistance

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Environment Agency, Government Office for London
Association of London Government, London First, Incpen, Valpak
Cleanapak, Enviro-RIS, Pat Delbridge Associates,
Maggie Thurgood, London Planning Advisory Committee
Professor Chris Coggins, David Fitzsimons

Data

The data in this report relating to the London Boroughs has been collated by the London Borough of Haringey on behalf of The Association of London Government.

Promoting sustainable waste management in London

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Statistics of Household Waste in London 96-98

Capital Challenge: London Waste Recycling Programme (LWRP)

Authority	Number of households (Units)	Authority actuals 1996/97					
		A1	B1	C1	D1	E1	F1
		Household waste					
		Total waste produced (B1+C1+D1) Tonnes	Disposed (Landfill/Incineration)	Recycled (Tonnes)	Compost (Tonnes)	Total diverted (C1+D1Tonnes)	Percent diverted (%)
Barnet	125,000	114,931	109,813	5,116		5,118	4.5%
Bexley	91,125	80,761	59,941	16,949	3,871	20,820	25.8%
Brent	99,794	84,126	81,773	2,353	0	2,353	2.8%
Bromley	128,107	137,902	114,483	12,419	11,000	23,419	17.0%
Camden	92,262	69,677	62,658	7,219	0	7,219	10.3%
Croydon	136,000	100,407	78,469	11,885	10,053	21,938	21.8%
Ealing	117,923	97,914	68,411	6,975	2,528	9,503	9.7%
Greenwich	91,200	65,618	60,195	5,220	203	5,423	6.3%
Hackney	84,338	72,419	68,688	3,603	0	3,603	5.0%
Ham. & Fulham	70,000	47,934	44,409	3,525	0	3,525	7.4%
Haringay	91,500	68,700	66,000	2,700	0	2,700	3.9%
Harrow	75,500	80,343	75,247	4,794	302	5,096	6.3%
Havering	93,846	104,854	99,281	5,573	0	5,573	5.3%
Hillingdon	99,500	127,619	118,749	7,935	935	8,870	7.0%
Hounslow	83,000	87,102	80,680	6,292	130	6,422	7.4%
Islington	78,750	60,168	56,899	3,269		3,269	5.4%
Ken. & Chelsea	87,519	66,624	59,765	7,094	1,765	8,859	12.9%
Kingston	58,000	55,192	48,604	6,160	428	6,588	11.9%
Lambeth	117,989	75,246	72,262	2,984	0	2,984	4.0%
Lewisham	104,000	73,430	68,045	5,085	300	5,385	7.3%
Merton	75,000	81,904	72,552	9,352		9,352	11.4%
Newham	69,676	52,270	50,929	1,336	5	1,341	2.6%
Redbridge	92,000	86,000	82,544	3,456	0	3,456	4.0%
Richmond	74,627	71,687	56,289	9,608	5,790	15,398	21.5%
Sutton	74,000	92,566	69,259	16,457	6,850	23,307	25.2%
Tower Hamlets	74,000	40,885	40,075	810		810	2.0%
Waltham Forest	93,234	83,810	78,068	5,591	151	5,742	6.9%
Wandsworth	119,000	88,428	81,346	5,058	2,250	7,308	8.2%
Westminster	94,000	63,428	55,131	8,244	53	8,297	13.1%
	2,710,890	2,354,443	2,120,765	187,064	46,614	233,678	9.9%
Increase in tonnage from the previous year (Tonnes)							
Percentage change from the previous year (%)							
Average per household per year		868.5	782.3	69.0	17.2	86.2	

Authority outturn 1997/98

G1	A2	B2	C2	D2	E2	F2	G2
Household waste							
Average per H'hold (Kg)	Total waste produced (B2+C2+D2) Tonnes	(Inferred) Disposed (Landfill/Incineration)	Recycled (Tonnes)	Compost (Tonnes)	Total Diverted (C2+D2) Tonnes	Percent Diverted (%)	Average per H'hold (Kg)
40.9	136,716	125,453	9,663	1,400	11,263	8.2%	90.1
228.5	96,022	75,325	16,158	4,539	20,697	21.6%	227.1
23.6	95,532	92,157	2,925	450	3,375	3.5%	33.8
182.8	142,088	116,418	13,900	11,770	25,670	18.1%	200.4
78.2	73,475	64,975	8,000	500	8,500	11.6%	92.1
161.3	96,000	74,600	12,350	9,050	21,400	22.3%	157.4
80.6	81,000	84,558	9,593	2,726	12,319	12.7%	104.5
59.5	87,000	75,514	5,000	486	5,486	6.8%	60.2
42.7	87,303	85,415	1,600	88	1,668	2.2%	22.4
50.4	44,410	39,270	5,000	140	5,140	11.6%	73.4
29.5	68,500	63,500	5,000	0	5,000	7.3%	54.6
67.5	80,023	72,845	5,770	1,408	7,178	9.0%	95.1
59.4	106,000	98,790	7,210	0	7,210	6.8%	76.8
89.1	120,758	110,285	9,084	1,369	10,473	8.7%	105.3
77.4	94,924	84,029	10,675	220	10,695	11.5%	131.3
41.5	60,000	56,730	3,270	0	3,270	5.5%	41.5
101.2	52,328	42,398	6,430	3,500	9,930	19.0%	113.5
113.6	59,285	49,065	8,180	2,050	10,230	17.3%	176.4
25.3	71,500	66,500	5,000	0	5,000	7.0%	42.4
51.8	102,950	97,601	5,349	0	5,349	5.2%	51.4
124.7	83,000	71,893	11,017	90	11,107	13.4%	148.1
14.9	73,474	69,943	2,626	905	3,531	4.6%	39.4
37.6	90,000	64,502	4,900	598	5,498	6.1%	59.8
206.3	78,605	61,277	11,308	6,020	17,326	22.0%	232.2
315.0	79,690	56,459	17,873	5,358	23,231	29.2%	313.9
10.9	40,242	39,146	1,096	0	1,096	2.7%	14.8
61.6	83,115	76,604	5,530	981	6,511	7.8%	69.8
61.4	87,800	77,224	8,326	2,250	10,576	12.0%	68.9
88.3	56,400	47,993	8,367	20	8,407	14.9%	69.4
86.2	2,438,017	2,160,459	221,620	55,938	277,558	11.4%	102.4
	83,575	39,694	34,556	9,325	43,881		16.2
	3.5%	1.9%	18.5%	20.0%	18.8%	14.7%	18.8%
	899.3	797.0	81.8	20.6	102.4		