

London Borough of Southwark

Waste Management Strategy 2003 – 2021



Executive Summary

The London Borough of Southwark is a Unitary Authority, responsible for the collection, treatment and final disposal of all municipal waste within its area. The Waste Strategy approaches its strategic goals in three discrete phases: the short (2003/04-2005/06), the medium (2007-10) and the long (2011-2021) term.

In total, the Council handled 134,060 tonnes of municipal waste in 2002/2003. A total of 107,775 tonnes of household waste was collected. Of this 4% was recycled/ composted, 25% was recovered in SELCHP and 71% was transferred to landfill.

The challenges that Southwark faces include:

- 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 (e.g. the Household Recycling Bill, the Waste and Emissions Trading Bill, the Animal By-Products Regulations, etc)
- More waste must be recycled, composted and diverted from landfill in order to meet statutory targets
- Waste arisings are increasing year on year, and the costs of waste management are rising
- The problem of disposing of waste for London is becoming particularly acute with limited landfill space beyond 2007
- Doing nothing is not an option.

As a response, the Strategy outlines the following targets that the Council has committed to meet:

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%

In meeting all its goals, the Council has adopted the following sustainable policy

'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.'

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.

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 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.

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The info about tendering for the waste contract will be at www.southwark.gov.uk/business/tenders



1. Background

1.1 Southwark

Southwark is an inner London Borough covering 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 meet with Southwark. The River Thames forms the northern border of the Borough with crossings to Tower Hamlets and the City of London.

1.1.1 Population

The 2001 census recorded a population for Southwark of 244,861. Currently, this is predicted to rise by a further 27,000 by 2021 to 272,000 (Figure 1.1).

Figure 1.1: Population trends 1991 - 2021

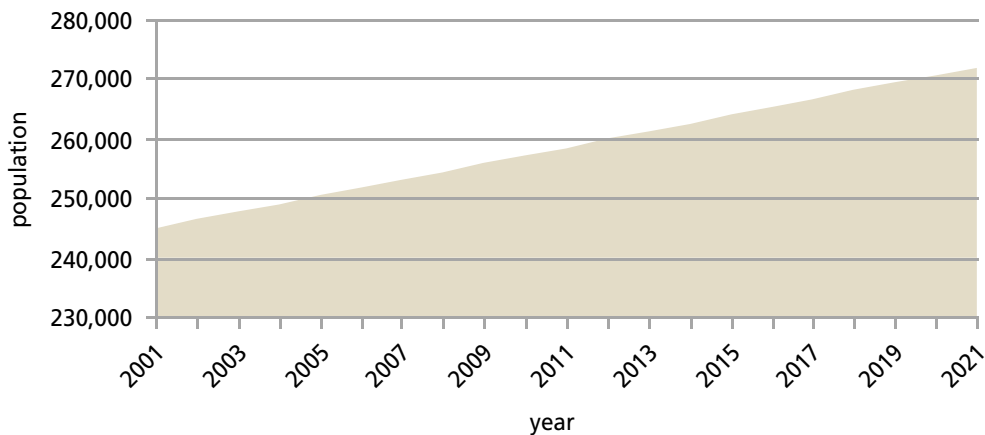


Table 1.1, below, provides the population change by ward. Between 1996 and 2001 the wards that experienced significant increases were Abbey, Cathedral and Chaucer in the north west of the Borough, and Dockyard and Rotherhithe in the northeast. The highest increase was experienced in Friary (18%), while the neighbouring ward of Little had the highest decrease (19%). Changes at this level are not expected to continue but increases are projected for Abbey and Friary and at lower levels for other wards.

Besides the resident population, there is a substantial influx of daytime visitors to the Borough (e.g. business employees and tourists). To service this population, there has been escalation in the hospitality sector (e.g. a proliferation of 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.





Table 1.1: Projected population change by ward 1996 - 2011 (%)

	1996-2001	2001-2006	2006-2011
Abbey	14	10	6
Alley	-3	3	3
Barset	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
Lyndhurst	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

1.1.2 Housing

The number of households has risen since the last census from 104,684 in 1991 to 114,700 in 2001. However, owner occupancy of housing remains relatively low 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 61% of housing in the Borough is purpose-built, multi-occupancy dwellings, including high rise blocks, medium rise slab blocks and mansion buildings. 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 significantly over the coming years.

1.1.3 Development Areas

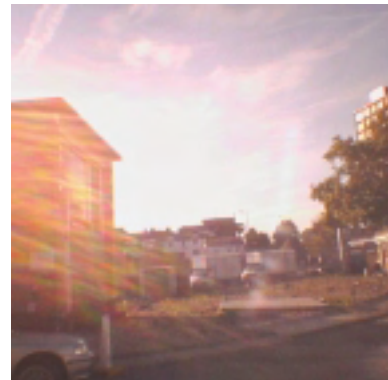
The Unitary Development Plan (UDP) for Southwark has identified opportunity areas where major changes are possible and desirable to help meet London's strategic objectives. Two areas are identified that require special policies.

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.

In addition to the two opportunity areas, the UDP identifies a number of major centres for development:

- **Bankside and Borough**
- **Bermondsey Spa**
- **Camberwell Green**
- **Downtown**
- **Lordship Lane and Dog Kennel Hill**
- **Old Kent Road**
- **Peckham**
- **Surrey Quays and Canada Water**
- **Walworth Road and East Street**





Major improvements in transport infrastructure in Southwark (e.g. 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.

1.1.4 What does this mean for Southwark?

Recent trends such as the continuing requirement for new housing stock demonstrate that the pull of London in terms of population growth is still immense. The current Deputy Prime Minister and Home Secretary have both announced large housing development plans for the South East to cope with the housing demand of people coming to the region in search of employment.

Increasing numbers of people and economic activity will result in the creation of additional municipal waste. This is a problem exacerbated by the current trend for fewer people inhabiting a single household. It is widely recognised that waste production per household is a more profound impacting factor on waste generation than waste produced per head. The tendency, therefore, for fewer people to occupy a single household and the planned increase in housing will undoubtedly increase waste arisings in Southwark.

1.2 Legislative Framework

Waste management legislation has changed considerably over the last 20 years and is set to continue altering with implications for all stakeholders. Increasingly legislation is based on the precautionary principal and prevention, which manifest themselves in the waste hierarchy, duty of care and producer responsibility.

In terms of legislation, consideration must be given to the following:

- Legislation already affecting waste management;
- Legislation passed at the European level but not on UK statute books;
- Legislation under development at the EU level.

1.2.1 Background and current position

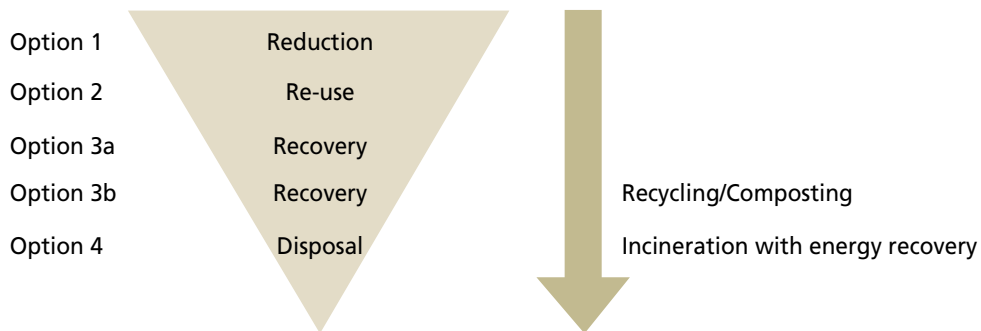
This Strategy is written within the land-use policy framework for waste taking into account:

- the 'waste hierarchy', the 'proximity principle' and the Best Practical Environmental Option (BPEO), that the planning authority must take into account when preparing development plans;
- the framework developed in the recent Mayor London's Waste Strategy; and
- general principles of environmental protection and consideration of impact on amenity in specific waste planning applications.

This Strategy sets out policies and aspirational targets with regard to the management of Southwark's waste well into the future, for which provision will have to be made. As such, it is written in the context of the UDP, the recycling plan (revised 2000), Best Value requirements and planning policy guidance as set out in Planning Policy Guidance Note 10 *Planning and Waste Management* (PPG10).

The Waste Hierarchy

Southwark adopts the principal of the waste hierarchy as outlined in Waste Strategy 2000, placing most emphasis on minimisation, followed by re-use, recycling, recovery and landfill as a last resort.



Proximity Principle

This states that material should be handled, treated and disposed of as near as possible to source as laid out in Waste Strategy 2000. The Council fully adopts this principle.



Current Legislation

The Framework Directive on Waste 96/350/EEC

Summary

Provides a legal framework for the management, treatment and disposal of waste. Member States are to draw up a national waste management plan through designated national authorities. The waste management plan should identify the wastes to be recovered or disposed of, the technical requirements for recovery or disposal, the special arrangements for specific types of waste and suitable disposal sites or installations.

Environmental Protection Act 1990

Section 52 of the Environmental Protection Act (1990) states that the Waste Collection Authorities have a duty to provide a number of services, for:

- The collection of household waste
- The collection of commercial/industrial waste when requested
- The development of a recycling plan
- Street cleansing

The Act specifically excludes local authorities from charging for the collection of household waste contained in the provided receptacle. 'Reasonable' charges may be made, however, for collection of non-household or excess waste.

Waste Disposal Authorities have the duty to provide facilities for the disposal of waste collected by the Collection Authorities and locations where householders can bring waste for disposal.

Southwark, as a Unitary Authority, acts as both the collection and disposal authority.

The Controlled Waste Regulations 1992

These Regulations provide for certain descriptions of waste to be treated as household waste for the purposes of the EPA (1990) and where charges may be levied for the collection of certain types of household waste.

Local Government Act 1999

The Local Government Act 1999 introduced Best Value in England, requiring that local authorities provide services to the community, which are considered to be of Best Value. The core of Best Value is the 4 C's: challenge, compare, consult and compete. The 4 C's require authorities to:

- Challenge why and how a service is being provided; involves local authorities conducting appraisals of each service
- Compare with others' performance (including organisations in the private and voluntary sectors) across a range of different indicators, taking account of the views of both service users and potential suppliers;
- Consult, involves authorities consulting with local tax payers, service users and the wider business community in the setting of new performance targets; and
- Authorities need to embrace full competition as a means of securing efficient and effective services.

Section 6 of the 1999 Act requires a best value authority to prepare a best value performance plan for each financial year, while Section 5 requires authorities to conduct best value reviews of these functions.

The Best Value Service Delivery Indicators reflect the national interest in the delivery of local services. These indicators are designed to enable comparisons to be made between the performance of different authorities, including different types of authorities, and within an authority over time. There are a number of Best Value Performance Indicators (BVPIs) related to the waste management service supplied by the local authority. BVPIs are subject to change on an annual basis.

Waste Minimisation Act 1998

This Act provides for the authority to undertake and funding of any action which is intended to minimise the production of waste and is relevant to both collection and disposal authorities alike.

Duty of Care Waste Transfer Licence (1992)

Under the Environmental Protection Act 1990, a Duty of Care licence is imposed on persons who produce, import, carry, keep, treat or dispose of controlled waste. The Duty of Care licence aims to:

- Prevent the escape of waste
- Ensure that waste is only transferred to an authorised person or to a person for authorised transport purposes.
- Ensure that a written description of the waste is attached to the waste when transferred.
- Prevent persons disposing, treating or storing controlled waste that is likely to cause environmental pollution or affect human health.

Hazardous Waste Directive 91/689/EEC amended by 94/31/EC

The purpose of the directive is to control the management of hazardous waste in EU member states. The directive defines and lists “waste” and “hazardous” waste. A system of permits and registration requirements are created for those handling and disposing of waste. Member states are required to produce management plans for hazardous waste, either as an individual plan or part of a framework. The hazardous waste management plans are made public. The amendment to the Directive (94/31/EC) updated the lists of hazardous wastes. The majority is currently enacted through Special Waste Regulations 1996 (SI 1996/972). The remainder will be enacted following a second DEFRA consultation on Revised Special Waste Regulations expected 2002/3.

Integrated Pollution Prevention and Control (IPPC) Directive 96/61/EC

The IPPC directive replaced the IPC (Integrated Pollution Control) system from the end of October 1999. The directive lays down measures designed to prevent, or where that is not practicable, reduce emissions to air land and water from these activities, including measures concerning waste.

Pollution Prevention and Control Act 1999

Follows Waste Directive 96/350/EC and tightens the Environmental Protection Act 1990. The emphasis of the directive is on improving the environment by requiring industry to use ‘Best Available Techniques’ (BAT) for pollution prevention.

The Pollution Prevention and Control (England and Wales) (Amendment) Regulations 2000

The directive came into force on 1 April 2000 to implement a European Commission Directive on Integrated Pollution Prevention and Control (IPPC).

Landfill Directive 1999/31/EC

The directive aims to reduce the quantity of waste entering landfill. The directive implements a complete ban on certain hazardous wastes, liquid wastes and tyres entering landfill. Landfill sites are to be classed into three categories: hazardous, non-hazardous and inert. Under the directive, waste entering the landfill will be treated and the co-disposal of waste to be phased out. The directive also sets reduction targets for the amount of biodegradable waste sent to landfill.

Landfill Tax (Finance Act 1996)

This is a tax on the disposal of waste whereby a levy is added to the cost of disposal to landfill. The costs are passed through the waste management chain and the landfill operator pays the levy to HM Custom and Exercise.

Special Waste (Amendment) (England and Wales) Regulations 2001

The regulations apply to any operator who collects, transports or recovers special waste. Special waste must not be mixed into different categories or mixed with non special waste. The regulations apply unless activities are authorised by a waste management licence or the waste management activity is exempt from licensing. Operators of waste management facilities who make a deposit of special waste in or on land must record the location of each deposit. Where liquid wastes are discharged directly into underground strata only a written statement of the quantity and composition of the waste and the date of its disposal is recorded.

Waste Management Licensing Regulations 1994 (SI 1994/1056)

The regulations implement Waste Directive (91/56/EEC) and update the licensing and monitoring systems for waste disposal on land, under the Environmental Protection Act 1990. The main objective of the waste management licensing system is to ensure that waste management facilities do not pose a serious risk to the environment, human health or detriment to the amenities of the locality.

1.2.2 Other Waste Legislation

In addition to being responsible for managing all household and trade waste collected, the Council deals with a number of specialist Waste Streams, some of which are produced by the householder. These wastes may be subject to different legislation, or require special treatment and disposal. Waste Streams, which are considered to be 'Special', 'Hazardous' or subject to specific legislation are outlined below.

Abandoned Vehicles

The reduction in the value of scrap metal and the used car market has contributed to an increase in the number of vehicles abandoned on road sides, lay-bys and waste ground. These will be covered by:

EC Directive on End of Life Vehicles (2000/53/EC)

Under the terms of the End-of-Life Vehicles (ELVs) Directive, producers will have to ensure 85% recovery and 80% recycling of their vehicles by weight by January 1, 2006, although vehicles made before 1980 have lower targets of 75% recovery and 70% recycling. By 2015, recovery rates will have to be 95% and recycling rates at 85% for all vehicles.

The UK is still working on the implementation of the EU directive on ELVs following the publication of the government's consultation paper on options for the period up to 2006. While the Directive will not have any impact on the Council's functions, there may be implications with regard to collection methods and disposal points utilised in the near future and their cost.

Hazardous and Clinical Wastes

Certain components of the municipal waste stream have hazardous properties and require specialist handling. Southwark already manages certain hazardous wastes (clinical, motor oil, vehicle and domestic batteries) as part of its current services.

The Hazardous Waste Directive, European Waste Catalogue (EWC) and Hazardous Waste List, stipulate new policies that should have come into effect in member states at the start of 2002. However, the appropriate UK enacting legislation – the Special Waste Regulations (SWRs) – are not due to be changed to incorporate the EU requirements until late 2003 at the earliest. Many items, which were formerly not considered hazardous, will in future be considered as such, for example much electrical equipment, and fluorescent tubes. The Hazardous Waste Regulations (HWR) will replace the Special Waste Regulations. Specific materials dealt with separately will include:

Batteries

With a view to encouraging higher recycling of household batteries across the EU, the European Commission is proposing to amend its legislation on battery recycling to require the separate collection and recycling of all types of batteries in the EU, and the reduction of cadmium in nickel-cadmium batteries.

The proposed amendment to the Directive aims to harmonise the member states and sets high recovery targets. In doing so, the Directive aims to reduce the quantities of post consumer batteries entering the waste stream. Under the new proposal, targets have been set to collect 75% by weight of all spent consumer batteries and 95% of spent industrial and automotive batteries. Batteries containing mercury will be banned immediately and those containing more than 5ppm of cadmium by weight



will be banned from 2008. The Batteries Directive poses a significant challenge to the UK, as there are no operational collections for mixed domestic batteries at present. The Government is currently funding research into the cost implications of recycling household batteries in the UK.

Refrigerators

The EEC Ozone Depleting Substances Regulations came in force from 1st January 2002, which requires all CFCs and HCFCs to be removed from refrigeration equipment before such appliances are recycled or disposed of. Whilst the CFCs in the liquid refrigerant are already collected, these Regulations also require the HCFCs in the insulation foam to be extracted, which requires substantial processing of redundant fridges and freezers. In addition, as a result of the legislation, fridges and freezers will also be classified as special/hazardous waste as a consequence of containing CFCs.

Equipment which Contains Low Volumes of PCB's

Electrical equipment such as radios and washing machines sold before 1986 may contain small quantities of polychlorinated biphenyls (PCBs). PCBs are usually contained in electrical capacitors and can cause environmental damage if buried in landfill sites.

European directive 96/59/EC on the Disposal of Polychlorinated Biphenyls (PCBs) and Polychlorinated Terphenyls (PCTs) requires that where practicable, PCB containing equipment which is contained within another piece of equipment shall be removed and collected separately when the latter equipment is taken out of use, recycled or disposed of. The PCB containing equipment will need to be treated as special waste.

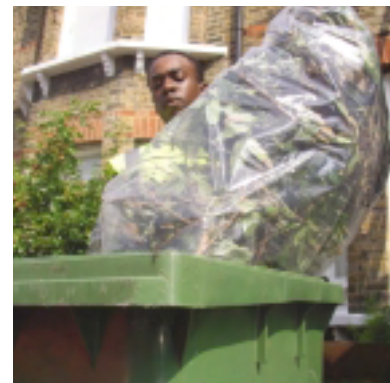
Waste Electrical and Electronic Equipment

The European Waste Electrical and Electronic Equipment (WEEE) Directive became European law in February 2003, setting collection, recycling and recovery targets for all types of electrical products. It applies to a large range of equipment from refrigerators to toasters to telephones.

The Directives must be implemented in European Member states by August 2004. Collection, treatment and financing systems for WEEE must be in place by September 2005 and the first collection and treatment targets are to be attained by December 2006.

Key points of the new legislation include:

- A compulsory household collection target of 4kg, by 2006, with a new target for 2008
- Compulsory producer responsibility for the management of consumer WEEE waste
- Producers able to use collective or individual financing schemes
- Banning of heavy metals and toxic flame-retardants from July 2006.
- Measures to minimise the disposal of WEEE by consumers as mixed municipal waste
- Producers banned from preventing re-use or recycling of products with "clever chips"
- Costs of treating historical waste shared proportionately between current producers
- Up-front financial guarantees by producers to guard against costs from orphan WEEE.



Local authorities are likely to have to provide purpose built containers at Reuse and Recycling sites to avoid damaging products that may be reused as well as offering a kerbside collection service.

Kitchen Waste (Animal By-Products)

The recently adopted Animal By-Product Regulations have opened the way for the collection and composting of kitchen wastes. This presents a significant proportion of the waste stream, which can be separately treated and recovered. However, the Regulations will only allow this under certain circumstances.

1.2.3 Proposed New Legislation

The legislation detailed below does not constitute an exhaustive list of all proposed new legislation. It does however, highlight those that will have the most impact on the Authority and therefore need to be considered when determining future waste services.

Household Recycling Act 2003

The Household Recycling Act will have a profound effect on recycling and the way that material is sourced in the UK. The Bill will require all Councils to collect at least two recyclables at source from 2011. Currently it is thought only around 50% of Councils offer any sort of source segregated collection service.

For Southwark, this will mean either the introduction of recyclable collection, separate from residual collection, by January 2011, unless "comparable alternative arrangements" are available, or the cost is considered to be "unreasonably high".

Biowaste Directive

The Biowaste Directive is currently a working document in its second draft. It has been in this state since 12th February 2001 and there is currently no timetable for its adoption into either EU or UK law. However, it is considered by many to be a viable potential Directive and should at least be noted in this strategy.

This fledgling Directive could see:

- **The separate collection of biowaste and residual waste in urban areas of greater than 100,000 inhabitants within 2 years of adoption; and**
- **The separate collection of biowaste and residual waste in urban areas of greater than 2,000 inhabitants within 5 years of adoption.**

In addition the proposal for a Directive would include measures to encourage home composting, community composting and on-site treatment of biowaste arisings in compost and biogasplants (anaerobic digestion).

However, this is a working paper and even if taken up as a proposed Directive at the time of writing this Strategy, it is unlikely that it would pass through the EU procedures to become law before 2006. Furthermore, there would be a period while this was enacted in the UK. For this reason if it is adopted it is unlikely to have any effect before 2008/09, by which time it may have little impact on the 2010 LFD biowaste diversion target.



Waste and Emissions Trading (WET) Bill

The Bill implements a commitment in the White Paper “Waste Strategy 2000: England and Wales” to introduce tradable allowances for local authorities to restrict the amount of biodegradable municipal waste sent to landfills.

In doing so it obligates the UK government to allocate allowances to waste disposal authorities authorising a waste disposal authority to send to landfills, in the year for which the allowance is allocated, the amount of biodegradable municipal waste covered by the allowance.

The Bill also creates the structure by which these allowances may be banked or traded by authorities to both allow poorly performing authorities to meet targets and also reward those that have made successful extra efforts. It achieves this by permitting waste disposal authorities to transfer allowances, whether by trade or otherwise. However, if a waste disposal authority breaches its duty to landfill within its own allowance, it will be subject to a penalty. If a waste disposal authority breaches this duty in a target year and the UK as a whole exceeds its target, the waste disposal authority will also be liable to a supplementary penalty.

1.3 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 2004, in order for the council to consult on and implement this strategy. 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 2003/2004.

The challenges that Southwark face are:

- levels of recycling that are not keeping pace with changes in waste arisings
- unsustainable increase in waste arisings
- limited landfill space for London authorities beyond 2007
- rising costs of waste management services
- more value must be recovered from waste through recycling, composting or used in energy recovery schemes
- pressure from the European Union (EU) and UK Government to reduce reliance on landfill
- ambitious targets for London contained in the Mayors strategy
- statutory targets for recycling and treatment of waste, beyond current levels
- new legislation requiring increasing segregation of waste
- doing nothing is not an option.





1.3.1 Waste Arisings in Southwark

Current Household Waste Arisings

In 2002/03, 107,772 tonnes of household waste was produced in Southwark, of which 4,459 tonnes was recycled or composted, generating a recycling/composting rate of approximately 4.1%.

Table 1.2: Household Waste Arisings in 2002/03

Household Waste Category	2002/03 Tonnage
Collection round (bin) waste	73,634
Street sweepings & Litter	16,462
Special household collection (bulky)	10,667
Reuse and Recycling residual waste	1,383
Reuse and Recycling recycling	135
Reuse and Recycling composting	15
Household Clinical	120
Kerbside recyclables	1,599
Bank Recyclables	2,710
Schools Wastes	1,047
TOTAL 2002/03 Household Waste	107,772



Municipal Waste Arisings

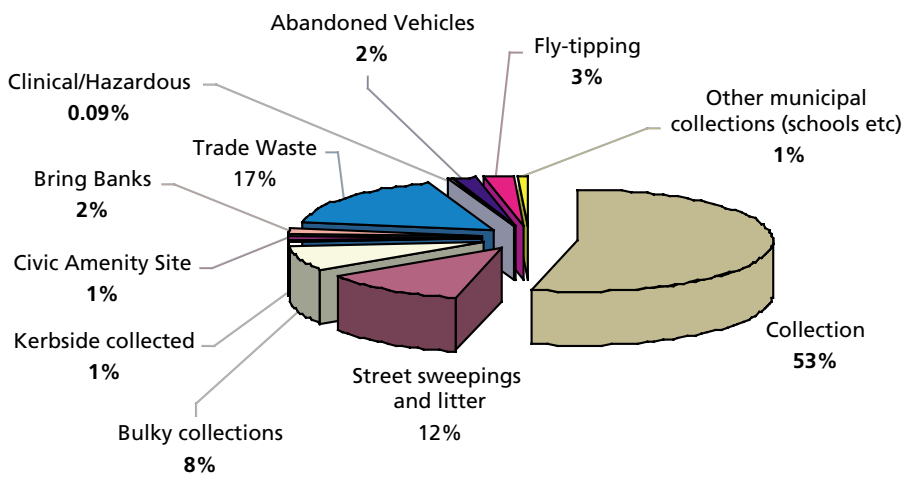
In 2002/03, 136,878 tonnes of municipal waste was generated in Southwark, 79% of which is made up of household waste. The majority of the non-household waste that the Council manages comprises co-mingled trade waste, hardcore and rubble, and trade waste which is collected at the Reuse and Recycling site at Manor Place Depot. The recovery of abandoned vehicles also contributes to the municipal waste arisings in Southwark.

Table 1.3: Municipal Waste Arisings 2002/03

Non-Household Waste	2002/03 Tonnage
Reuse and Recycling Hardcore / rubble	30
Trade waste	747
Co-mingled trade waste	22,000
Reuse and Recycling Specials	2
Fly tipping	3,509
Abandoned vehicles	2818 (1)
Non-Household Waste Subtotal	29,106
Household Waste Subtotal	107,772
Municipal Waste (Household waste + Non-household waste)	136,878

(1) (CIPFA guidance 1 abandoned vehicle = 1 tonne)

Figure 1.2: Breakdown of Muncipal Waste Arisings in Southwark



1.3.2 Waste Composition

Southwark has undertaken extensive research, in order to understand better the waste that it must deal with. As a result of this, figures 1.3 and 1.4 below summarise the compositional make up of household collected waste from both high and low rise properties:

Figure 1.3: Chart showing the compositional split of material collected from high rise properties

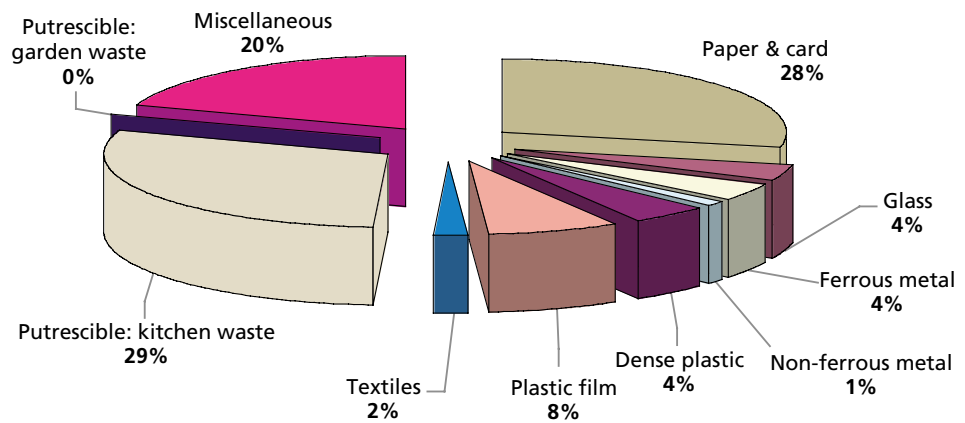
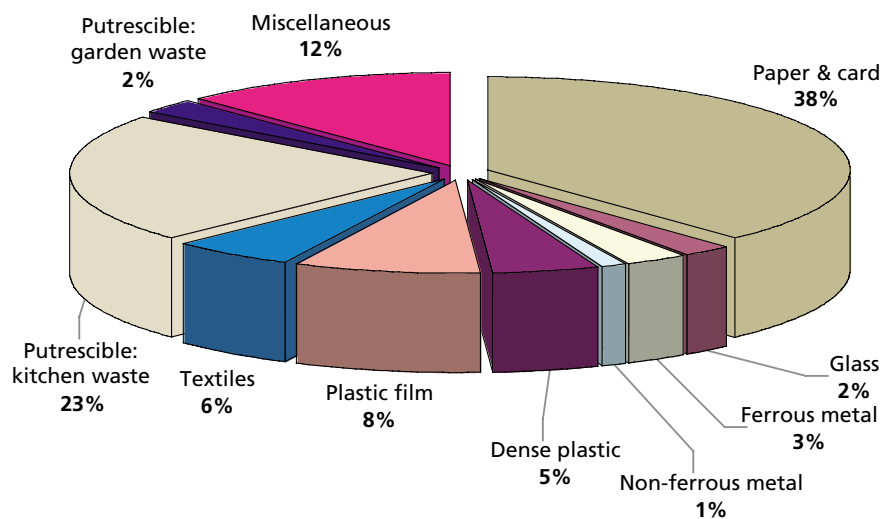


Figure 1.4: Chart showing the compositional split of material collected from low rise properties



Assuming that approximately 50% of miscellaneous and textiles are biodegradable, the fraction requiring diversion under the Landfill Directive is 68% of the total amount of waste produced.



1.4 Waste Management in Southwark

1.4.1 Collection

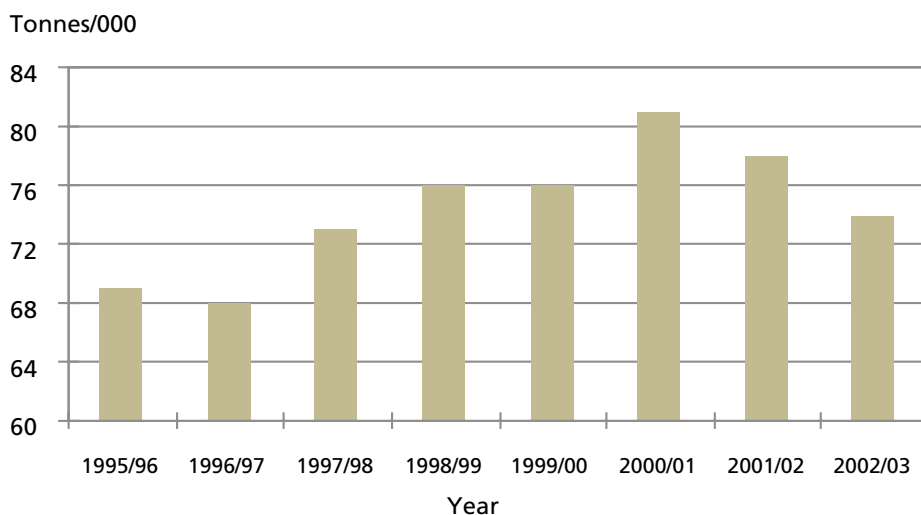
The collection of domestic and trade waste is undertaken by Southwark Refuse and Recycling Service, the Council's DSO.

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 the Council
- Provision of bulky waste collection services from households
- Collection of household clinical waste for incineration
- Provision and servicing of skips.

Figure 1.5 shows collection trends from 1995-2003 taken from annual municipal waste returns.

Figure 1.5: Waste collection 1995-2003



Source: CIPFA/DEFRA returns 1995-2003

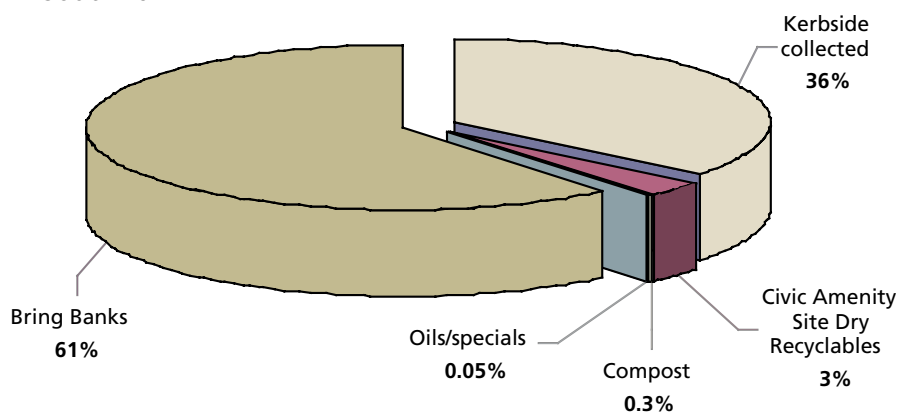




1.4.2 Recycling & Composting

The current system for the collection and recycling of waste is based around a combination of bring sites, a Reuse and Recycling site and the operation of door to door recycling services. For the bulk of the recyclable materials collected, residents are encouraged to separate waste recyclable materials and deposit these at one of the 66 mini recycling sites, or at Manor Place Depot Reuse and Recycling site.

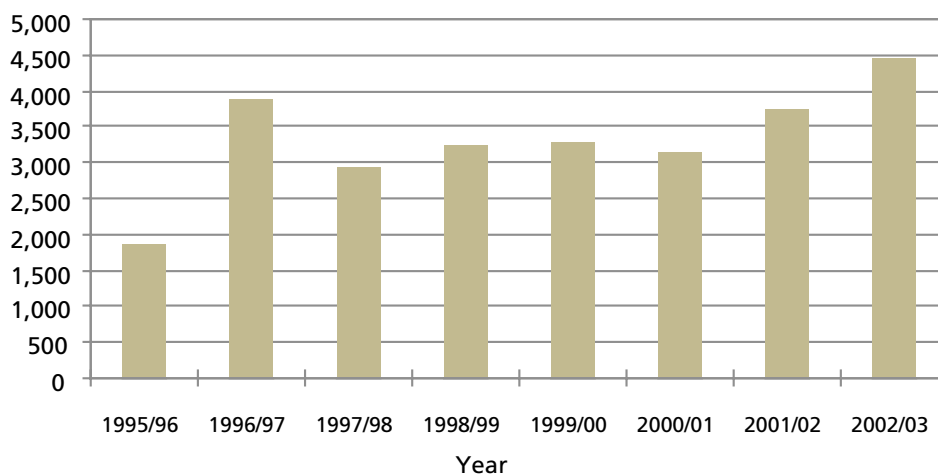
Figure 1.6: Illustration of the source of recycled and composted material in Southwark



The recycling banks for paper and card, glass, mixed cans and textiles are managed by Community Recycling In Southwark Project (CRISP), on behalf of the Council. The bank coverage is reasonably comprehensive, providing a bank within approximately 1km per household. In 2002/2003, 2,710 tonnes of materials were collected.

Figure 1.7: Trends in recycling 1995 -2003

Materials recycling



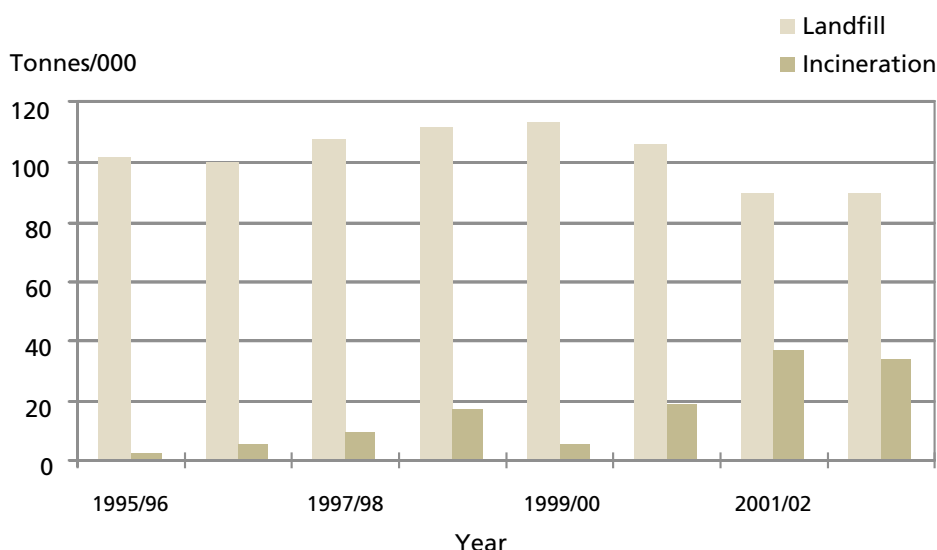
Since 1995, the Council has also operated a kerbside collection service for recyclables. Initially launched as a trial, the service collected glass, cans, paper and textiles on a fortnightly basis. The scheme was simplified to collect waste paper only from around 7000 households. In July 2002, the Council extended this service to approximately 47,000 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/composting rate for Southwark was 4.1% for 2002/03. This compares with a national average of 9.4% and rates in other London Boroughs of 8.9% (Lambeth), 5.5% (Lewisham), 14.1% (Bromley), 15.4% (Croydon) and 20.5% (Bexley) for 2001/02 as reported by the Office of the Deputy Prime Minister.

1.4.3 Treatment & Disposal

In 2002/03 Southwark sent 33,738 tonnes to SELCHP for thermal treatment and energy recovery. Southwark currently recovers around three times the national average for energy recovery and benefits from the proximity of the SELCHP facility.

Figure 1.8: Waste disposal 1995-2003



However in 2002/03, landfill was still the main form of managing municipal waste, with the majority of wastes going to the Aveley and Okendon sites (Table 1.4). This trend is unlikely to change in the future without Southwark owning or having access to capacity at new treatment and recycling facilities.

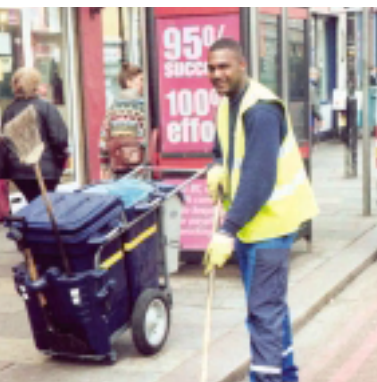
Table 1.4: Disposal route for waste in Southwark, 2002-03

Facility	Type of waste	Tonnages	%
Aveley landfill	mixed MSW	89,680	71
Corporation of London ¹	mixed MSW	2707	2
Cringle Dock ¹	Household	14	0.01
Edmonton incinerator	-	0	0
Okendon landfill	mixed MSW	0	0
Rainham landfill	mixed MSW	0	0
SELCHP incinerator	household / commercial	33,738	27
Smugglers Way ¹	gully waste ²	137	0.1

Notes: 1. These are waste transfer stations and landfill will be the final destination

2. Gully waste refers to street sweepings and street cleansing





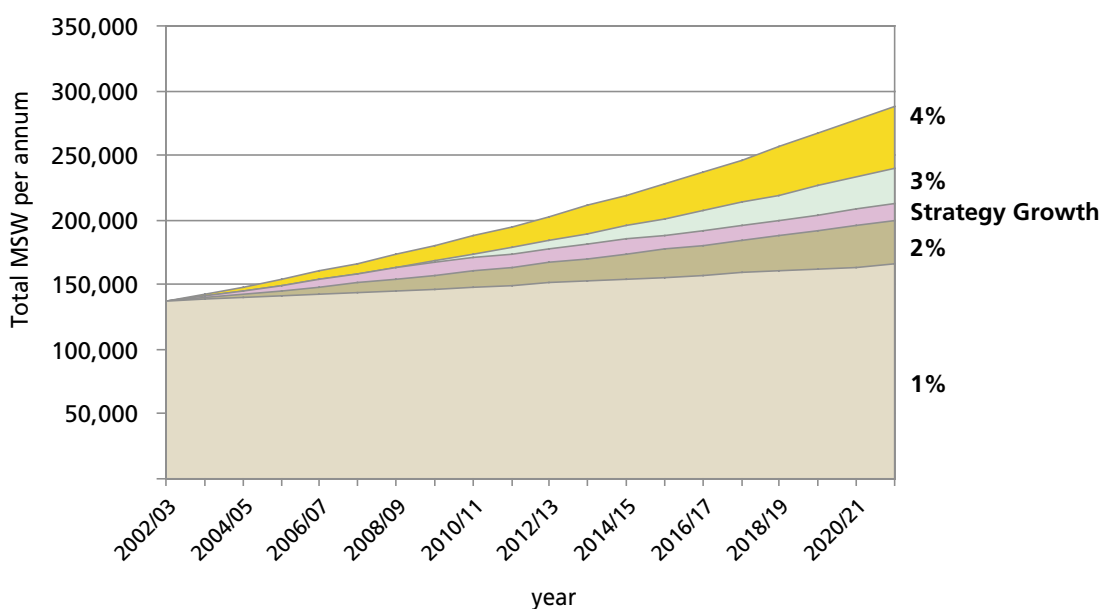
1.5 Waste Growth

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 arisings. All the indications (see historic growth figures for Southwark) are that the amount of waste in Southwark will continue to grow and, without any intervention, Southwark will double its waste arisings by 2020. At the same time, costs per tonne of waste will rise as new facilities and new treatments are needed to meet targets. Nationally, the government is projecting an annual growth rate of 3%, based on the recent historical trend. In reality, changes in waste arisings are not so uniform and while in one year no growth may occur, arisings may be double the national average in another, making planning for a given year difficult. For this reason future growth is averaged across the time frame for this Strategy.

The amount that waste will grow each year has a significant impact on planning and the cost of waste management options. Figure 1.9 highlights the possible range of total municipal arisings figures that may be expected across a number of growth scenarios (1%, 2%, 3% and 4%).

Figure 1.9: Illustration of possible waste growth scenarios and the aspirational growth scenario for Southwark

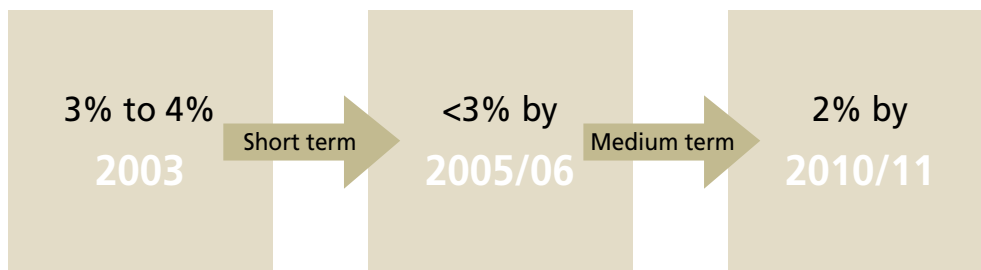


The foremost action of waste management, according to the waste hierarchy (see Section 1.2.1) is to minimise the production of waste at source. The Council has therefore set reducing waste growth as a priority in its strategy. In the short term this is unlikely to yield an actual decrease in the amount of waste produced but be represented by a decrease in the growth rate. Additionally, the specific socio-demographic and economic factors affecting waste production (see Section 1.1) mean that it is unlikely Southwark will make large inroads into reducing waste arisings in the short to medium term. However, 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 be decreasing.

The use of chutes to collect the majority of waste arisings and the proliferation of high rise accommodation limits the actions the council can take to stem the growth in Southwark's waste. For example, where in other areas of the UK, authorities may limit bin size and move to biweekly collection, this is unrealistic and unlikely to have any effect where residents are simply able to push full bags down a chute.

The overall trend in waste arisings in Southwark over the last five to six years has been an increase in excess of 4% per year. However, the increase over the past two years has been nearer 2%, providing an average figure of between 3% and 4%, much closer to the expected (national) average.

For the purposes of making strategic decisions about waste management in Southwark an aspirational target for waste growth has been made. This projection is broadly in line with that laid out in the Mayor of London's Strategy (2003) and is illustrated in figure 1.9. It is expected that short term actions to prevent further seepage of unregulated commercial waste into the waste stream and better control of trade use at the Manor Place depot can lower the growth rate to below 3% by 2005/06. In the longer term, the Council will pursue overarching education campaigns in order to make people more aware of the impacts they have. In doing so a slow decline to 2% is expected settling at this figure by 2010. In summary the Council expects:



Assuming this growth profile occurs will still mean that waste arisings will grow significantly in Southwark throughout the timeframe of this strategy but below the levels predicted by the 3% growth assumption in Waste Strategy 2000. Figure 1.9 shows that by 2021 Southwark will be producing **216,400** tonnes of municipal solid waste based on its adopted growth targets.

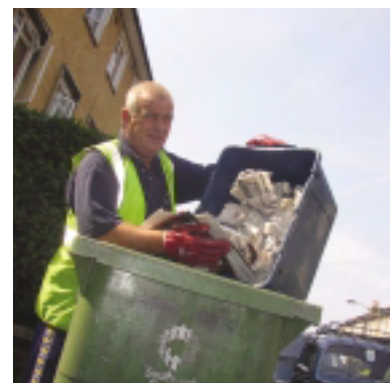
1.6 Targets

1.6.1 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:

DIVERSION FROM LANDFILL

- 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 going to landfill.

The Waste Strategy published by DEFRA in 2000 proposes a set of non-statutory, aspirational targets for the whole of the UK:

RECYCLING

- 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.

RECOVERY

- 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.

1.6.2 Targets for Southwark

In order to meet the aspirational targets set out in Waste Strategy 2000, the Government has set statutory performance standards for household waste recycling and composting for 2003-4 and 2005-6 (Table 1.5). 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 1.5: Statutory Recycling targets, Southwark

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

Source: DEFRA 2001 Guidance on Municipal Waste Management Strategies

In addition to the statutory targets outlined in table 1.5, 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 1.6.

Table 1.6: Southwark's recycling and recovery targets

Year	Recycling/Composting Target Household Waste	Recovery of value 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 in recycling performance. A near three-fold increase is required to meet the minimum standards for 2003-04, based on 2002/03's performance. Whatever system is put in place will then have to prove capable of achieving a recycling rate of 18% 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:

- Short Term: up to 2005/06** Establish policies and introduce new recycling and education systems to meet the immediate Best Value statutory performance standard.
- Medium Term: 2007-2010** Expansion of recycling services to all residents of the Borough and the introduction of an integrated facility to manage both recyclables and to recover further value from the residual Waste Stream.
- Long Term: 2011-2021** Ongoing consolidation, review and upgrading of systems to be meet the needs of a changing market and Waste Stream, coupled with further education and minimisation schemes.

Chapter 2 of this Strategy establishes the policies and plans adopted by the Council, while Chapter 3 details how the Council will deliver these aspirations in the short, medium and long term.

1.7 Financial Implications

Figure 1.10: Graph outlining potential future cost of landfill if current practices continue

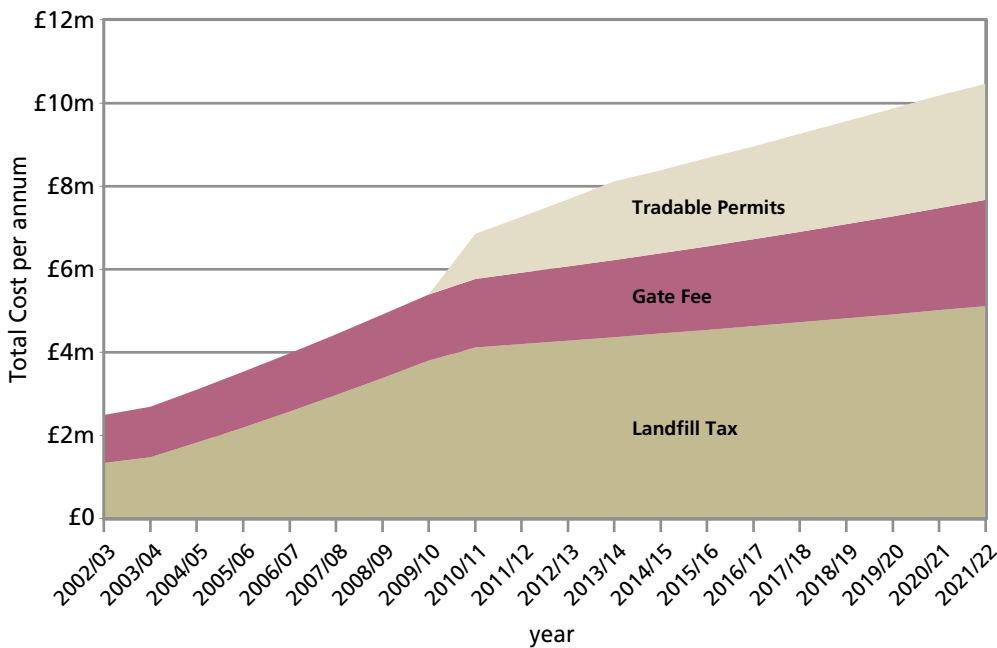


Figure 1.10 shows three distinct elements – Tradable Permits, Gate Fee and Landfill Tax. For the purposes of financial implications, Fig 1.10 assumes a fixed gate fee, which takes account of growth in arisings as outlined in previous sections.



1.7.1 Tradable landfill permits

Article 5(2) of the EC Landfill Directive¹ requires the UK to reduce the amount of biodegradable municipal waste (BMW) it sends to landfill. The Waste and Emissions Trading Bill (EWTB), which is currently being considered by Parliament, provides the framework for a Landfill Allowance Trading Scheme designed to implement Article 5(2) of the Landfill Directive and the apportionment of UK landfill targets to each country of the UK.

Proposals outlined in the recent Consultation paper¹ issued by DEFRA in August 2003 indicates that allowances will convey the right for a Waste Disposal Authority (WDA) to landfill a certain amount of BMW in a specified scheme year. Each allowance will be allocated to a specific WDA for a specific year. A WDA will only be able to use its own allowances unless it trades with another WDA and will only be able to use its allowances in the year for which they are allocated unless it banks or borrows.

The level of cost at which tradable landfill permits will be set is uncertain at this time and is likely to be influenced by prevailing market forces. For the purposes of the Options Scoping and evaluation process a sum of £35.00/tonne has been assumed for all waste BMW that has been landfilled above Southwark's projected allowances. This is equivalent to landfill tax and landfill gate fees prevailing in 2003.

The financial impacts of the introduction of the landfill Tradable permits are shown in figure 1.10 assuming no significant increase in the rate of recycling or recovery. Tradable permit costs projected to cost in the region of £1m per annum in 2010 and then to £2.6m in 2020 if the £35/tonne figure is assumed. Should the Tradable permits prove to be more costly, for instance at £100/tonne then the costs in 2010 would equate to £2.9m rising to £7.5m in 2020.

1.7.2 Landfill Tax

Landfill tax was imposed in October 1996 at a rate of £7 per tonne. The tax is a specifically targeted levy on the disposal of wastes in landfill sites throughout the UK. It has two main objectives:

- To ensure, as far as practicable, that the cost of landfill properly reflects the impact which it has upon the environment;
- To help ensure that targets for more sustainable waste management in the UK are achieved.

The current rate of landfill tax is £14 per tonne in 2003-04 and is due to rise to £15 per tonne in 2004-05. The rate will subsequently be increased by £3 to £18 per tonne in 2005-06 and by at least £3 per tonne each year thereafter, on the way to a medium-long-term rate of £35 per tonne. Such increases will further increase the cost of landfill and introduce financial risks for landfill orientated waste management solutions over the medium and long term.

At 3% growth, landfill tax costs will increase from approximately £1.5 million in 2003/04 rising to £4.1m in 2010/11 and to £5m in 2020/21.

The financial impacts of the increase in landfill Tax are shown in Figure 1.10.



¹ LANDFILL ALLOWANCE TRADING SCHEME CONSULTATION 29 August 2003 Department for Environment, Food and Rural Affairs

1.7.3 Regulatory Uncertainty

There are several pieces of legislation and regulation e.g. WEEE Directive, yet to be fully defined in terms of potential financial impact on Southwark’s waste management services.

Costings in Figure 1.10 do not take account of regulatory uncertainty. However, such costs will need to be accounted for in overall funding regimes for future environmental services.

1.8 Gap Analysis

This document is intended to provide strategic direction for the next 20 years and against this objective a gap analysis has been completed. The gap analysis simply illustrates the difference between current performance and what needs to be done in order to meet the Government’s and the Council’s own expectations. This analysis is split into three main performance indicators (recycling, recovery and landfill diversion).

1.8.1 Recycling

Southwark has been set stretching targets by the Government of 18% recycling by 2005/06, more than four times its current rate. However, the Council’s own expectations reach even further, to 50% recycling by 2020. Figure 1.11, illustrates the likely gap between Southwark’s current performance and the extra tonnage needing to be recycled each year, firstly to reach BVPI Statutory Performance Standards and secondly the Council’s own targets:

Figure 1.11: Illustrating the likely gap between current performance and future targets.

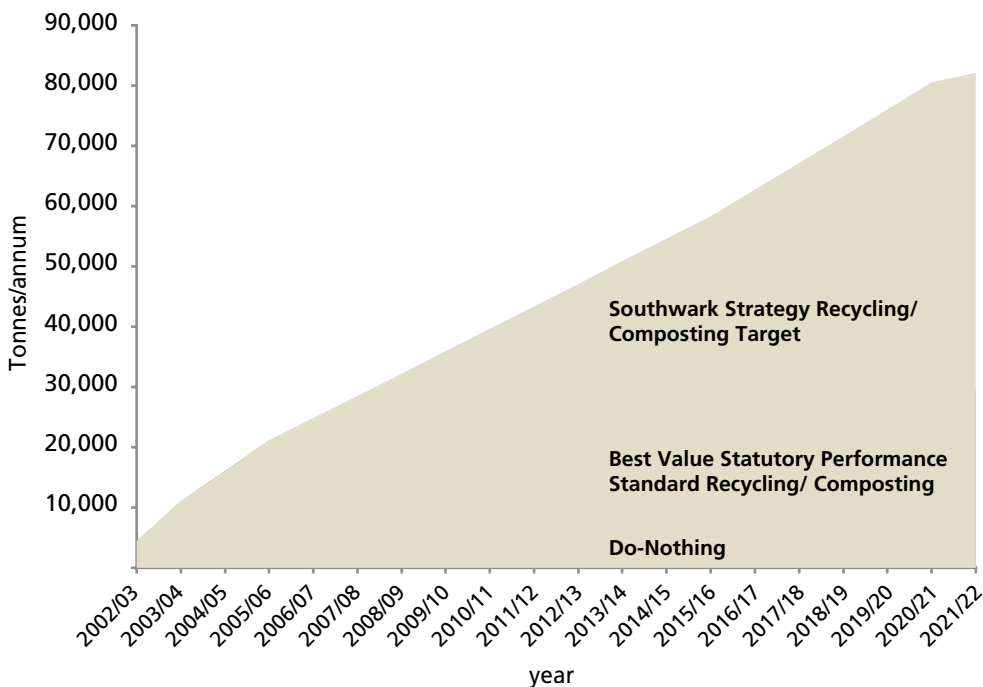


Table 1.7: Tonnages required to meet Southwark’s various recycling commitments

	2003/04	2004/05	2005/06	2010/11	2015/16	2020/21
Do-nothing (tpa)	4,595	4,731	4,868	5,470	6,039	6,668
Best Value SPS Targets (tpa)	11,101	16,134	21,167	23,786	26,261	28,994
Southwark Waste Strategy Targets (tpa)	11,101	15,999	21,167	39,643	58,358	80,540

1.8.2 Recovery

There are currently no statutory targets for recovery of value in the UK. However, Waste Strategy 2000 includes aspirational targets and each Council must report, under BVPI 82(c), the percentage of waste sent for energy recovery. To incorporate these, Southwark have set stretch targets for the recovery of value, reaching 75% in 2020.

Figure 1.12 and Table 1.8, below, shows the likely gap between future targets and Southwark continuing to scurrent practice.

Figure 1.12: Illustrating the likely gap between current recovery performance and that needed to meet Southwark targets

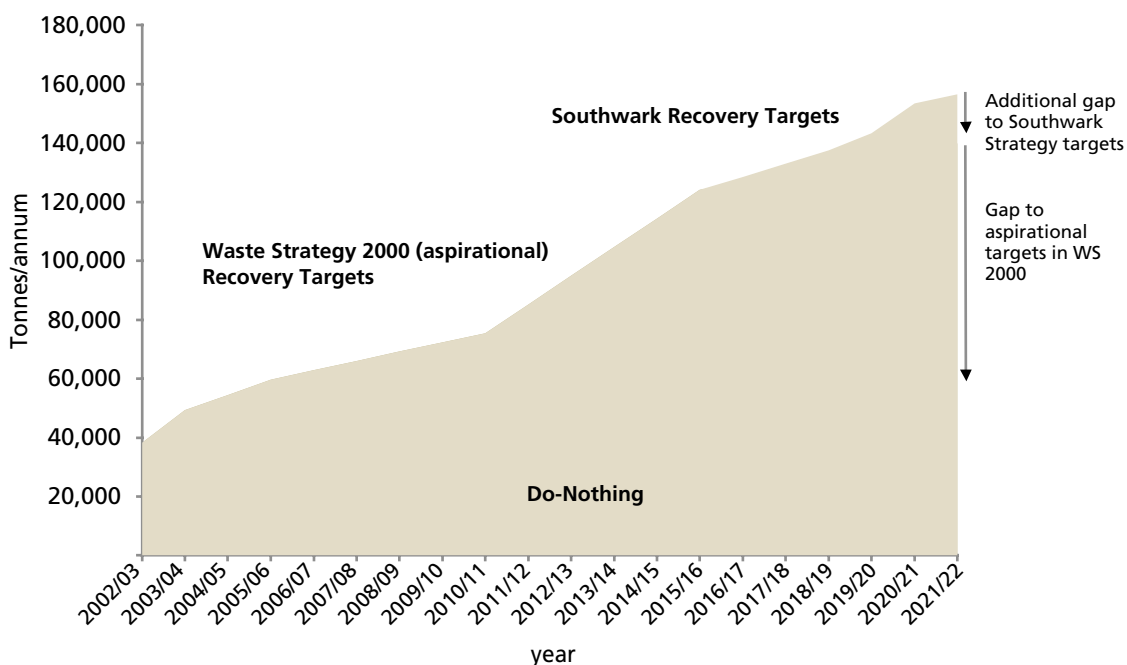


Table 1.8: Tonnages required to meet Southwark’s various waste recovery commitments

	2003/04	2004/05	2005/06	2010/11	2015/16	2020/21
Do-nothing (tpa)	39,346	40,506	41,681	46,836	51,711	57,093
WS 2000 Targets (tpa)	48,329	53,308	58,511	73,967	121,590	134,246
Southwark Waste Strategy Targets (tpa)	48,329	53,308	58,511	73,967	121,590	150,275

1.8.3 Biodegradable Municipal Waste Diversion (Landfill Directive)

Probably the most significant targets for the UK are those laid down in the Landfill Directive for diversion of the biodegradable proportion of the municipal waste stream. The means by which these targets are liable to be enforced is through the proposed Waste Emissions and Trading Bill (see Section 1.2.3). Figure 1.13 and Table 1.9 highlight the challenge that faces Southwark, showing the gap between current performance, which can be considered better than average, and what is needed in order for the Council not to purchase future landfill allowance permits.

Figure 1.13: Highlighting the gap between BMW tonnes to landfill if current practice continues against what Southwark will be allowed to landfill

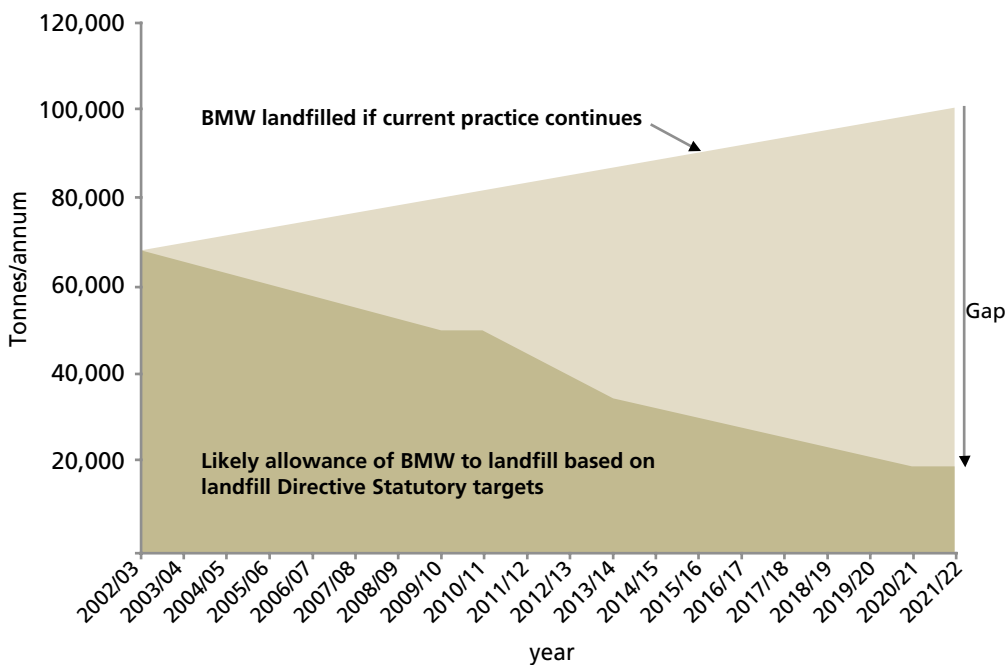




Table 1.9: Tonnes required to meet Southwark’s various waste recovery commitments

	2003/04	2004/05	2005/06	2010/11	2015/16	2020/21
Do-nothing - BMW to landfill (tpa)	39,346	40,506	41,681	46,836	51,711	57,093
Landfill Directive Allowance to landfill (tpa)	48,329	53,308	58,511	73,967	121,590	150,275

1.9 Key Players and Partnerships

Southwark Council is a unitary authority and therefore has the responsibility for the collection of household waste as well as its disposal. 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.

1.9.1 The Mayor’s Waste Strategy

The Mayor of London’s Strategy has recently been published and as such provides regional strategic direction for Southwark. This provides Southwark with more specific guidance as to how, as part of London, it can help achieve the goals of the region as a whole, in addition to more targeted aims, specific to Southwark’s locality. The following is a summary of the main aims and recommendations from the strategy and the likely implications on Southwark:

Targets

- The Mayor intends to exceed the recycling and composting targets for household waste set by the Government, and as far as possible achieve the recovery targets for municipal waste through waste reduction, reuse, recycling and composting
- The Mayor supports the proposal to set recycling targets of municipal waste for London of 50% by 2010 and 60% by 2015
- The Mayor aims to limit waste growth to 3.5% by 2006 reducing to 2% thereafter until 2020, with a waste minimisation programme for London.

Implications:

- Southwark will require substantial capital investment for developing the necessary waste management infrastructure to achieve recycling and composting targets. The waste growth profile will require an extensive waste education and awareness programme.

Contracts

- The Mayor will use the power of direction to enforce the consideration of Best Practicable Environmental Option in waste contracts
- The Mayor will work with waste authorities on new contracts, and seek agreement to amend existing contracts, to ensure options as high up the waste hierarchy are implemented



- Waste authorities are required to thoroughly explore all partnership and co-operative working opportunities to ensure Best Value is adopted
- The Mayor will require authorities to include contract conditions and specifications that: reflect the Mayor's proposals and targets; enable future flexibility to continue to develop sustainable waste management; maintain and increase the use of rail and water transport; reflect best practice through the tailoring of contract conditions and specifications
- In considering new contracts involving conventional incineration of municipal waste, the Mayor will seek to ensure that: waste is subjected to pre-treatment to remove as much recyclable material as is practical before the residual waste is incinerated; flexibility is maintained in order to allow movement up the waste hierarchy; there will be no guaranteed minimum tonnage contracts; state of the art emission systems; combined heat and power technologies are used.

Implications:

- Southwark is required to inform the Mayor of its intention to procure a new integrated contract at the earliest opportunity
- To meet the Mayor's requirements Southwark's future contracts will need to be tailored to reflect the Mayor's targets and proposals and contain mechanisms to encourage the achievement of targets. The contract will need to remain flexible to enable changes in sustainable waste management to be incorporated
- Southwark must explore all opportunities for partnership with other local authorities
- Southwark's contract strategy will need to reflect the Mayor's proposals in relation to conventional waste incineration.

Reuse

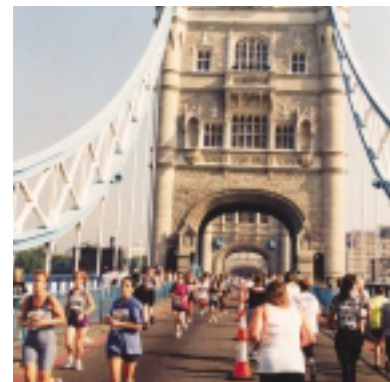
- The Mayor clearly identifies reuse as a target – focusing on furniture and nappy washing schemes but also identifying Reuse and Recycling site waste: wood, household items, rubble and other materials, furniture.

Implications:

- Southwark will need to consider all opportunities to promote initiatives that focus on the reuse of materials.

Recycling

- Waste authorities must provide all street level households with a kerbside collection of at least three materials, one of which should be paper, by September 2004.
- On estates or in multi-occupancy properties there must be a minimum of one recycling site per 500 households collecting at least three materials, one of which should be paper, by September 2004.
- All CA sites to be re-branded as reuse and recycling centres and have facilities for the separation of reusable items.
- Free access to reuse and recycling centres to residents of neighbouring boroughs.



Implications:

- Southwark's kerbside paper collection service will need to be expanded to collect a minimum of three materials, and coverage must be increased to all street level properties
- Maximising recycling facilities on estates and multi-occupancy properties and maximising the facilities for reuse on the CA Site will be critical to Southwark's strategy.

Composting

- Low cost compost bins must be made available to all households with gardens by September 2004
- The Mayor will seek to identify land for central composting in the Unitary Development Plans. Central composting facilities will need to be developed to complement home composting and community composting schemes
- All Reuse and Recycling Centres must accept segregated green waste for composting by the end of 2004
- All authorities must prepare a fully costed feasibility study for the borough-wide collection of separated kitchen vegetable and green garden waste by September 2004
- Parks and markets waste should be composted
- Authorities must encourage householders to use waste-derived compost by providing opportunities for them to purchase waste-derived compost.



Implications:

- The Manor Place Reuse and Recycling Site will need to provide facilities for the collection of green waste, and make the waste-derived compost available for purchase by the public
- Southwark will be required to prepare a feasibility study on the collection of kitchen vegetable and green garden waste by September 2004
- Composting of parks and markets waste will need to be considered by Southwark.

Recovery & Residual Waste Treatment

- The Mayor will support the development of new and emerging advanced conversion technologies for waste treatment (e.g. anaerobic digestion, gasification, pyrolysis) in preference to any increase in conventional incineration capacity
- The Mayor will support the development of new waste treatment methods such as Mechanical Biological Treatment and the production of biofuels to be used in London
- The Mayor will encourage the development of anaerobic digestion, which treats segregated biodegradable waste and produces a digestate suitable for agriculture and horticulture use. The Mayor will seek to get anaerobic digestion classified as recycling



- There must be pre-treatment to remove as much recyclable material as possible before the residue is incinerated. Existing incinerator capacity will be orientated towards non-recyclable residual waste.

Implications:

- Southwark must consider new and emerging technologies such as Mechanical Biological Treatment and anaerobic digestion in addition to new and emerging advanced conversion technologies
- Edmonton and SELCHP will need to explore the opportunities for establishing CHP to supply heat to the local area
- Additional pre-treatment will be required prior to waste being incinerated
- Conventional incineration will not count towards recovery targets.

Waste disposal

- The Mayor will seek to persuade the Government for a change in legislation to change the default levy system to a tonnage-based levy for the statutory joint waste disposal authorities
- The Mayor proposes the best way to achieve sustainable waste management in London is for waste disposal to be under the control of a single authority. The Mayor will review this position when considering London's progress towards the 2005/6 targets
- WDA's should seek to trade landfill allowances within London in the first instance to ensure London meets its allocation. The Mayor proposes acting as a broker.

Implications:

- This default levy will not affect Southwark directly as it is a unitary authority but it shows that the Mayor is clearly identifying penalties for low-performing authorities
- A single WDA would remove much of the Council's flexibility in the decision-making on disposal.

Supporting new markets and procurement

- All LAs should have 'Buy recycled' policy for procurement as this will stimulate the markets for recycling.

Implications:

- Southwark has signed up to the Mayor's Green Procurement Code.

Other

- A London-wide Hazardous Household Waste Collection Service should be delivered through consistent contract arrangements in all London Boroughs
- Reuse and Recycling Centres should provide facilities for the collection of hazardous household waste
- Authorities should consider financial incentives and rebate systems for increasing recycling rates and participation levels





- Achievement of Capital Standard for street cleansing, reducing environmental crime (flytipping).

Implications:

- Southwark should considering joining the National HHW Forum as this provides guidance on the management of HHW and the implications of new legislation
- Southwark may wish to consider incentives to increase participation once the recycling schemes have been expanded
- The Council needs to assess options to reduce fly tipping.

1.9.2 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. However, in terms of developing joint waste disposal arrangements, neighbouring Boroughs are constrained by existing sub-regional disposal frameworks and long-term contractual commitments.

1.9.3 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 the Best Practical Environmental Option (BPEO).

The UDP is written within the context of the Southwark Council's air quality strategy and transport policy and Special Planning Guidance's (e.g. 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.

1.9.4 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.

1.9.5 Community Sector

Southwark Council will seek to develop and support initiatives to ensure greater community involvement in the design and delivery of its waste management strategy.

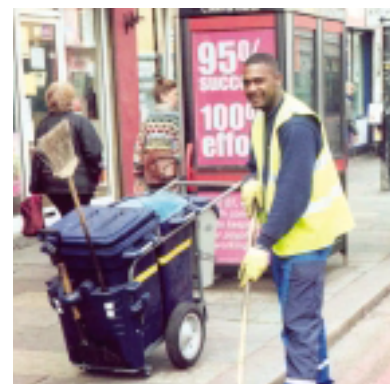
The value that community sector organisations can bring to the issue of sustainable waste management is widely recognised by government in its own waste strategy.

There are significant funding opportunities for community based sustainable waste management projects – e.g. 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 (e.g. 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.



1.9.6 Private Sector

The need to meet increasingly stretching statutory and non-statutory targets for the recycling, composting, recovery and diversion of waste will inevitably mean a shift in the way it is managed. To succeed in this new challenge will require new methods of viewing waste and dealing with it and capacity, both technically and financially, to achieve may lie beyond the Councils' current abilities.

For this reason it will be necessary to include the following private sector partners:

Consultants (technical, legal and financial)

The procurement of future services will become increasingly complicated. Where once new facilities meant landfill and these were funded from the Council's or company's own balance sheet, technically more advanced *treatment* facilities will be needed, requiring far more investment, beyond the reach of any councils' or company's financial capacity.

To test the robustness and assure that capacity exists for Southwark well into the future, the Council will need to independently assess each solution to ensure the right answer is reached at an affordable price that represents Best Value.

Technology Providers

Some of the technologies that may be needed to fulfil Southwark's legal responsibilities are only very recent additions to the UK market. However, the development of these technologies, processes and systems has been going on in countries like Austria for the past 15 years. As such it will be important to transfer this knowledge to the UK. To some extent this has been achieved: by forward thinking companies investing in their own research and development; by shrewd businesses investing in licenses to build and operate technologies; and by large companies buying smaller European technology companies in order to offer their systems to the UK market.

Southwark will, either through a waste management company or directly, have to partner with these companies in order to deliver the aspirations of this strategy.

Waste Management Companies

The funding required to meet local, UK and European targets is considered to be beyond the affordability of most councils and Southwark is no different. Southwark will need, therefore, to encourage investment in the area from the private sector. The most likely source of this is through large waste management companies. These companies have the financial and resource capacity to offer Southwark the solution it needs.

Southwark will therefore seek to partner the private sector through procurement of a long term integrated contract, offering the contractor the long term guarantees it needs to provide the necessary investment in infrastructure.

