

NORTH LONDON WASTE AUTHORITY

REPORT TITLE: SERVICES UPDATE

REPORT OF: HEAD OF STRATEGY AND SERVICES

FOR SUBMISSION TO: AUTHORITY MEETING

DATE: 31 OCTOBER 2022

SUMMARY OF REPORT:

This report informs Members about the latest operational activities.

RECOMMENDATIONS:

The Authority is recommended to:

- A. Approve the procurement of adviser services to conduct analysis to support the development of a North London Joint Waste Strategy (NLJWS) and delegate authority to the Managing Director in consultation with the Chair and Vice-Chairs to award a contract within a financial limit of £500,000;
- B. Approve the procurement of a Waste Electrical, Electronic Equipment (WEEE) Service Contract and delegate authority to the Managing Director in consultation with the Member Recycling Working Group to award a contract;
- C. Approve the removal of the car booking system that currently operates across the Authority's network of Reuse and Recycling Centres (RRCs); and
- D. Note the operational, performance and recycling updates provided.

SIGNED:  Head of Strategy and Service

DATE: 19 October 2022

1. BACKGROUND

- 1.1. This report provides an update of the main operational matters that have arisen since the report to the Authority meeting on 23 June 2022.

2. ABOUT NLWA'S SERVICES

- 2.1. The North London Waste Authority (the Authority or NLWA) has a statutory responsibility for the provision of municipal waste disposal services for the seven constituent borough councils (Barnet, Camden, Enfield, Hackney, Haringey, Islington, Waltham Forest), serving over two million people. We also manage the recycling collected by six of the seven boroughs.
- 2.2. The Authority has powers to arrange for the reuse, recycling and composting of municipal waste and to operate Reuse and Recycling Centres (RRCs). Waste disposal services are mostly delivered through a contract with London Energy Ltd (which is owned by NLWA).
- 2.3. The seven boroughs collect nearly 820,000 tonnes of waste and recycling a year, of which 675,000 tonnes comes from households. NLWA's aim is to preserve the resources and the environment today and for future generations. We are committed to innovation and careful planning to ensure we manage waste resources effectively and sustainably.

3. NORTH LONDON JOINT WASTE STRATEGY PROCUREMENT

- 3.1. The Authority is co-developing a new North London Joint Waste Strategy (NLJWS) with its seven constituent boroughs. The most recent Joint Waste Strategy expired in 2020. At that time, Government had recently consulted on changes which would affect the operation and funding of the waste system including introduction of a Deposit Return Scheme (DRS), expansion of the polluter pays principle in waste management with proposals for an Extended Producer Responsibility (EPR) scheme, and changes to increase consistency in waste collection services. Members agreed that to develop a long-term strategy, it would be most sensible to wait until there were clear plans on those issues.
- 3.2. However, the third Environment Secretary has recently been appointed since the Government began consultation on these issues and there is no indication of when decisions will be taken. It is therefore proposed that development of the strategy should proceed to avoid the risk of excessive delay. The purpose of the strategy will be to guide everything in the Authority's future plans for services and policy development.
- 3.3. Preparation of the strategy involves use of waste forecasting, analysis of waste composition, demographic and population modelling. In addition, equalities and relevant strategic environmental assessments will be prepared, along with a public consultation process. This requires advisers with professional expertise in these areas, which it is proposed to procure.

- 3.4. A benchmarking exercise has been undertaken with local authorities who have recently commissioned similar work for waste strategies and plans. Based on this, we expect the award will be in the region of £350,000, with £500,000 being the absolute ceiling. This is above the threshold amount of £200,000.
- 3.5. It should be noted that there is currently high demand for these services, with many local authorities having delayed strategies, awaiting the outcome of the Government's proposed legislative changes (outlined above). Many are now proceeding with their strategies as there continues to be uncertainty as to when the changes will come into effect. This may mean we have to pay a higher price to secure quality services in view of this competition.
- 3.6. Approval is sought to procure a contract as specified in Appendix A. It is proposed that authority be delegated to the Managing Director to award the contract following procurement, subject to consultation with the Chair and Vice Chairs. This would be within a ceiling of £500,000 with further approval to be sought in the event of the contract involving a higher cost.
- 3.7. This work will underpin further development of the Joint Waste Strategy and further engagement with Members, officers and members of the public on long term plans for sustainable waste management in north London.

4. WASTE ELECTRICAL AND ELECTRONIC EQUIPMENT (WEEE) SERVICES:

- 4.1. The Authority currently contracts with European Recycling Platform (ERP) to provide a Producer Compliance Scheme (PCS) for managing WEEE. The situation with WEEE is that for defined categories of goods, producers are required to offer a collection service from designated facilities (usually reuse and recycling centres), which are accessible to residents. The service which collects and recycles equipment for free is known as a PCS.
- 4.2. The current PCS contract comes at zero cost to the NLWA for delivery of this core service. Bidders for these PCS contracts do typically offer enhancements to the statutory service, these discretionary enhancements increase convenience for residents, but come at cost to the Authority.
- 4.3. The current contract with ERP commenced on 1 January 2019 and expires on the 31 December 2022, however this existing contract is capable of being extended by an additional three months to the 31 March 2023. It is therefore the intention that officers extend this contract to its full term to support the proposed procurement exercise and provide individual constituent Authorities with an informed choice as to whether they wish to opt into the discretionary elements of the new services. Approximately 3,000 tonnes of WEEE are managed every year through this contract.
 - 4.3.1. As noted above, the core collection of Household WEEE from reuse and recycling centres is free of charge when contracted to a PCS and is funded by producers of electronics and electricals.

- 4.3.2. The Authority currently funds an additional discretionary service, comprising a kerbside collections service and the operation of a network of Small WEEE Bring Banks. This is currently at a cost of £87,000 per year.
- 4.4. Approval is sought to reprocure the WEEE collection and recycling contract and to delegate authority to the Managing Director to award the contract following consultation with the Member Recycling and Working Group (MRWG). This will ensure that any contract meets the costs and service levels the boroughs require, and will allow flexibility for the specification/service to be tailored to meet the needs of individual boroughs. Individual constituent boroughs will have the opportunity to opt out of any discretionary service should they wish to do so.
- 5. DIGITAL BOOKING SYSTEM FOR REUSE AND RECYCLING CENTRES (RRCs)**
- 5.1. In March 2020, RRCs across the country were required to close as part of the first COVID-19 national lockdown. On 13 May 2020, RRCs reopened in north London. NLWA and its contractors (principally LEL) introduced temporary changes to the RRC operation including a new booking system. These were designed to help residents and staff maintain social distancing, avoid extensive queuing and disruption affecting roads around sites.
- 5.2. The booking system requires residents to fill in a short form online with details including their name, address and car registration details. Residents are encouraged to book at least 24 hours before their intended visit to the RRC of their choice, though it is possible to book on the day or arrive at a site without an appointment and to secure a slot (subject to availability). As COVID-19 restrictions eased, it became possible to significantly increase the capacity at RRCs and hence the number of booking slots available to residents.
- 5.3. At the June 2021 Authority meeting, Members made a decision to retain the booking system for RRCs on a permanent basis. The issue was considered again at the June 2022 Authority meeting where officers were asked to review the merits of the booking system and report findings back to a subsequent Authority meeting.
- 5.4. On 11 April 2022, Defra published a [consultation on Household Waste and Recycling Centres \(HWRCs\)](#). The consultation sought to assess and potentially reduce the use of booking systems in place at RRCs. Government believes that it is important that local residents are able to dispose of their waste in a responsible and convenient manner, arguing it is important to move back to normality. There is increasing concern that booking systems are discouraging RRC use.
- 5.5. There are advantages of having a digital booking system, including the visitor experience, service efficiency and capacity. Operationally, the booking system reduces waiting times for residents. It has also enabled effective and targeted communications with residents, encouraging them to use the service to recycle items and prevent waste. It has also improved the flow of materials into sites.

- 5.6. Since capacity limits were increased, there have been no days when the full capacity of any RRC has been used, so no residents should have been hindered from making a trip to an RRC on their preferred day. Residents also have the opportunity to make appointments on arrival without a booking (subject to availability). There is no evidence that local fly-tipping is linked to the booking system. We have not seen a significant increase in fly-tipping in any of the seven boroughs since the booking system has been in place.
- 5.7. There has however, been a drop in tonnage and visitor numbers at RRCs. Although it may be a factor, this cannot be conclusively attributed to the booking system and may be due to a range of factors. The numbers need to be considered in line with new and improved kerbside service offers from the Boroughs.
- 5.8. In summer 2022, to help get a picture of how residents feel about the booking system, officers commissioned a YouGov survey of just under 1,000 north London residents, asking, amongst other questions, how often they used RRCs and how easy they were to use. In response to one question, 66% net agreed that the booking system was a barrier to attending RRCs. Residents were also asked, out of a series of options, what would make them more likely to visit an RRC more often. 42% of respondents selected not having to book in advance. While it is not unusual for survey respondents to propose actions which they don't then carry out, this survey information suggests that the existence of the booking system – no matter how user friendly – is unhelpful to some potential visitors and that even when usage is low, casual visits are deterred.
- 5.9. A second survey was run via NLWA's website and promoted on social media, giving residents the opportunity to share feedback. This was less statistically reliable as respondents were self-selecting and so might tend towards those with strong views. In this case 58% (out of 350) residents said the booking system was an obstacle to attending RRC sites, and 55% said that not having to book in advance would encourage them to visit more often.

6. BOOKING ARRANGEMENTS ELSEWHERE

- 6.1. The West London Waste Authority (WLWA) are retaining a booking system, arguing that the system allows staff to prepare and recirculate items for reuse. The East London Waste Authority (ELWA) do not have a booking system but have a live camera feed to enable residents to see how busy sites are before they attend. The National Association of Waste Disposal Officers (NAWDO) were in favour of retaining the booking system, arguing booking systems have proved effective in improving the operation of sites, maximising reuse and recycling.
- 6.2. The majority of county councils across the country introduced a booking system during the pandemic. Kent and Suffolk have taken the decision to retain their system. However, Cambridgeshire, Wiltshire and Lincolnshire have removed their bookings systems.

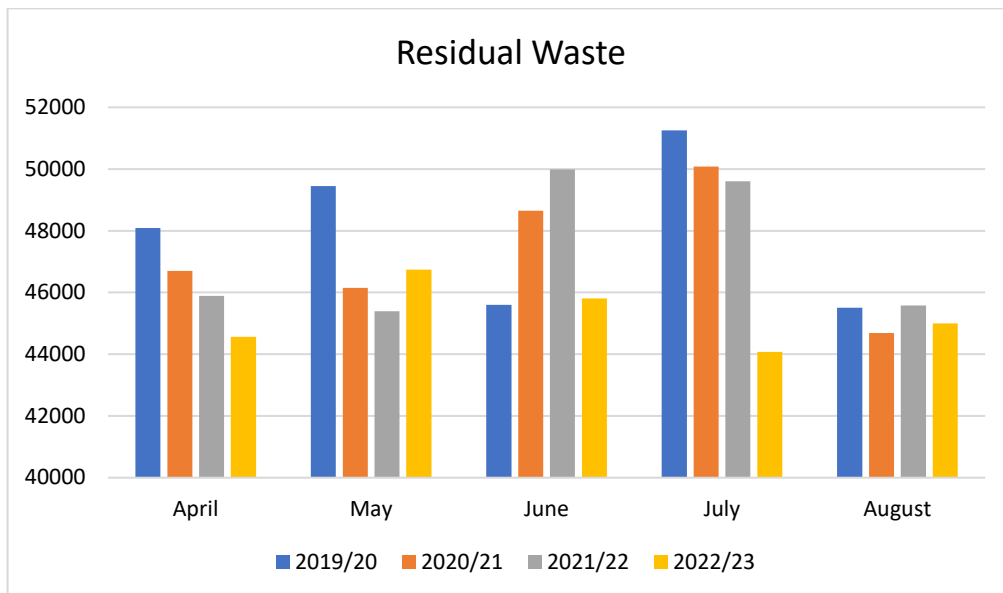
- 6.3. NLWA officers have contacted Cambridgeshire, Wiltshire and Lincolnshire. Both Cambridgeshire and Wiltshire have seen an increase in tonnage since the removal of their booking systems. They are aware that a challenge with RRCs is to avoid abuse of the system by people inappropriately bringing trade waste. They have not been able to advise whether the removal of the booking system has had an impact on controlling abuse of the system.

7. RECOMMENDATION

- 7.1. In light of the significant numbers of North London residents communicating that the booking system is a barrier to using RRC sites, and some evidence that shows where local authorities have removed the booking system, it has increased RRC use, the Authority is recommended to agree to withdraw the booking system. This would take place with effect from Monday 7 November to allow operators to prepare in an orderly way. This will allow residents to access sites at any time during opening hours subject to waiting times.
- 7.2. The booking system has enabled customer-facing staff at the RRCs to provide advice and has reduced the need for an enforcement role against inappropriate waste loads. We will liaise with LEL to seek to retain that positive service aspect.
- 7.3. Officers will install automatic vehicle counters with ANPR at all sites to monitor visitor numbers. The van booking system will remain in place to address the risk of inappropriate use of the sites by traders. We will also where feasible install webcams with a live feed so residents can view queuing at each site and time their visits to avoid unnecessary queuing. Officers will provide a report back to a subsequent Authority meeting detailing both the impacts of removing the booking system and the progress officers have made in installing webcams.
- 7.4. Officers will retain the software for the booking system so that it can be deployed again if needed in future.

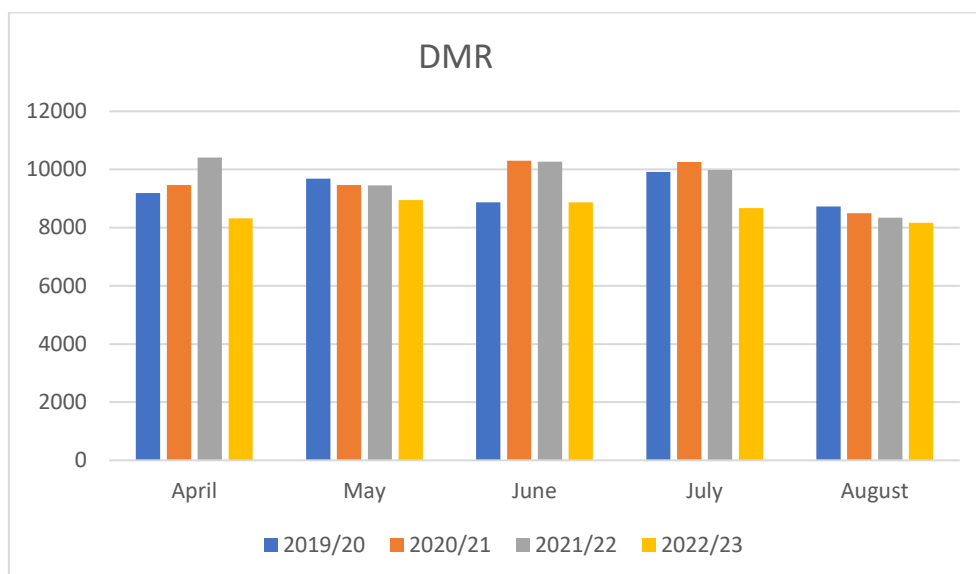
8. PERFORMANCE

- 8.1. The below graph (G1) shows the tonnage of residual waste (household and commercial) collected in the first five months of each year since 2019/20. The COVID-19 pandemic saw household waste increase and commercial waste reduce. In the current year there is a pronounced reduction in residual waste in both categories. This was especially notable in July. Residual tonnages YTD (Year to Date) are 4% lower than the tonnages recorded in the same period of 2021/22.



G1

8.2. The Dry Mixed Recycling (DMR) tonnage is also lower than expected and currently tracking at 8% lower than the tonnage recorded in 2021/22 during the same period.



8.3. It should be noted that food waste has also reduced by 7.4% over the first five months of 2022/23 when compared to tonnages received in 2021/22. Green Waste also dropped by 23% against the budget and 15% against the prior year, the reduction of green waste, however, is linked to the very hot and dry summer rather than a change in residents' behaviour.

8.4. The lower than forecast tonnages provides both environmental and cost benefits for the Authority and its constituent boroughs and as such should be seen as a positive step for the management of wastes in North London. However, with DMR and organic recycling falling at a slightly higher rate than residual waste it is likely that by the end of the year the recycling rate for the Authority will have dropped

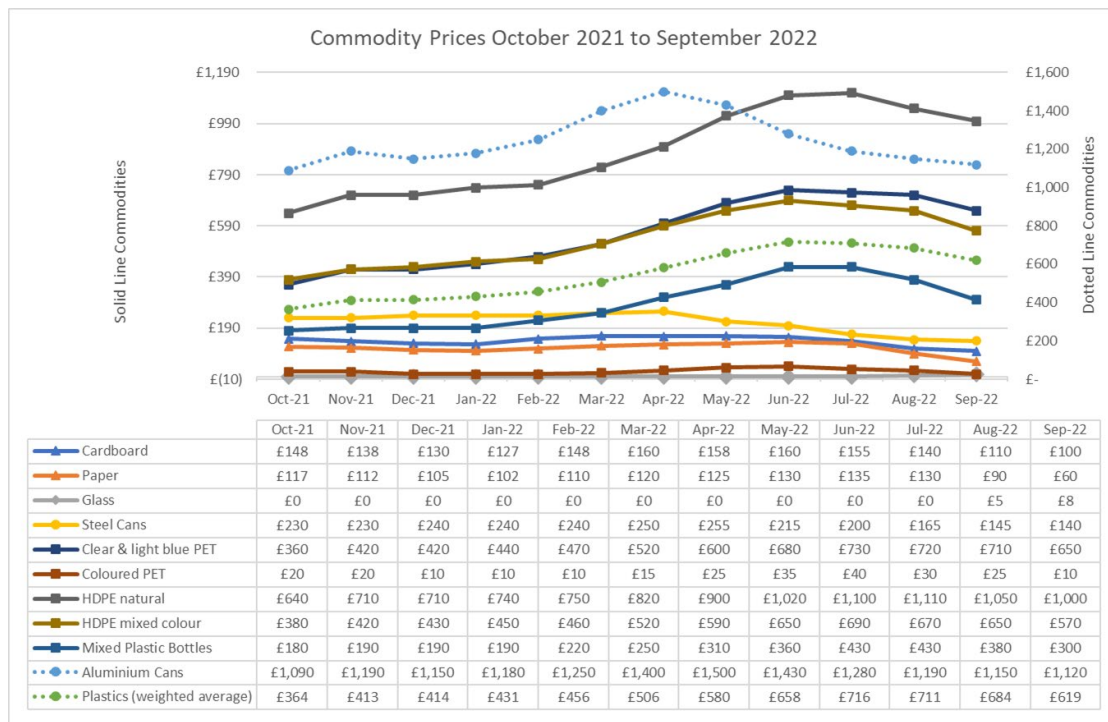
below levels achieved in previous years. This highlights a problem with the recycling rate being seen as the measure of performance. Government has recently consulted on moving towards a long-term target based on residual waste per capita.

9. PAN LONDON AND NATIONAL LANDSCAPE

- 9.1. Waste Disposal Authorities (WDA) across the London area are also experiencing similar reductions of wastes. At the West London West Authority, in September 2022, total residual waste tonnage was 7% lower than the same period last year, total DMR tonnage was 10% lower, green waste tonnage was 40% lower and food waste 11% lower.
- 9.2. We understand from both Suez and Biffa, that they are dealing with significant reductions in DMR and residual tonnages that they process at a national level on behalf of local authorities. With DMR being around 10% lower and residual waste around 5% lower.
- 9.3. There are a number of reasons for the reduction in waste, and we have discussed potential explanations and the rationale for them at length with other WDAs in London. These include: the rising cost of living having a significant effect on consumption levels and consumer behaviour; disruption to supply chains affecting the availability of goods; and producers light-weighting materials, in preparation for future legislation and partly to respond to business cost pressures.

10. RECYCLING

- 10.1. Over the past three months, we have seen a gradual decrease in commodity prices for the majority of materials, the exception being glass. Prices traditionally peak in the summer as producers prepare for the additional volumes required at Christmas. Prices are now easing for the majority of commodities, although still high compared with historic levels.



11. REUSE SHOP AND DIY REUSE SCHEME

11.1. In September 2022, the shop at King’s Road RRC was rebranded to ‘Reuse Shop’. Until recently, the shop was called ‘Second Time Around’. This didn’t appeal to customers and caused confusion, as it happened to be the same as three other second hand shops in London, one of which is very well known.

11.2. When asked, customers preferred and tended to use “reuse” or “recycle” shop so ‘Reuse Shop’ was adopted. There is an ongoing campaign in the press and on social media to promote the shop and get new people through the doors. The campaign will be live until November 2022 (a 3-month promotion period). So far, the change has been well received and has secured more footfall for the shop.



11.3. In addition, a DIY Reuse Scheme trial will commence South Access Road RRC in Waltham Forest from 3rd October. Unused DIY materials donated by residents can

be taken by other residents free of charge from the designated areas. A press release to advertise the scheme is due to be released shortly.

12. LONDONENERGY LTD (LEL) ACCREDITATIONS

12.1. LEL provides the majority of disposal services and is 100% owned by the Authority. In 2020 and 2021 the Company received a Silver award for safety from the Royal Society for the Prevention of Accidents (RoSPA). In 2022 the Company has been successful in gaining a gold award. This is assessed by RoSPA as achieving a very high level of performance, demonstrating well developed occupational health and safety management systems and culture, outstanding control of risk and very low levels of error, harm and loss.

12.2. LEL also retained its gold accreditation under the Fleet Operator Recognition Scheme (FORS) for safe and environmentally responsible management of its transport operation.

13. EQUALITIES IMPLICATIONS

13.1. There are no equalities implications associated with this report.

14. COMMENTS OF THE LEGAL ADVISER

14.1. The Legal Adviser has been consulted in the preparation of this report and comments have been incorporated.

15. COMMENTS OF THE FINANCIAL ADVISER

15.1. The Financial Adviser has been consulted in the preparation of this report and comments have been incorporated.

Contact officer:

Michael Clarke - Head of Strategy and Services

Unit 1b Berol House

25 Ashley Road

London N17 9LJ

Michael.Clarke@nlwa.gov.uk

APPENDIX A ITT DOCUMENT

Appendix A: Scope of Services

Closing date for submission of tender

XX 2022

North London Waste Authority

Oct 2022

1. Background

OVERVIEW

The North London Waste Authority (NLWA) and its seven constituent boroughs, namely the London Boroughs of Barnet, Camden, Waltham Forest, Enfield, Islington, Hackney and Haringey, need to start the development of a robust joint strategy.

The services being procured will include: stakeholder engagement and public consultation exercises, assessment of current baselines of Local Authority Collected Waste (LACW); forecasting of how waste tonnage/compositions will change over the NLJWS period; modelling the impacts of waste prevention and reuse interventions; modelling the performance of waste/recycling collection services and a number of impact assessments (including a Strategic Environment Assessment and an Equalities Impact Assessment)

NLWA and the boroughs have decided to divide the procurement and delivery of the work into three stages:

- Part 1 – Public and Stakeholder Engagement
- Part 2– Data collection, forecasting, modelling
- Part 3 – Impact Assessments

OBJECTIVES

The objective of the procurement is to engage consultant resources to:

- Undertake stakeholder engagement and a public consultation on key proposals for the NLJWS, so that it is informed by the views of residents and interested stakeholders
- Carry out analysis of the current situation (a baseline assessment of LACW across the seven boroughs)
- Determine likely future waste compositions and tonnages in North London
- Identify and model waste reduction, recycling and reuse interventions that could be implemented by NLWA and the borough councils.
- Model the design of future waste services (e.g. collections) provided by NLWA and the boroughs
- Undertake Impact Assessments as detailed below (including a Strategic Environment Assessment and Equalities Impact Assessment).

DURATION

The contract will be established for an initial period of 12 months, with an option to extend for a further period.

Any subsequent extension to the contract will be agreed between NLWA and the Consultant. It is likely that NLWA will seek the Consultant to demonstrate improvements and/or price alterations before considering an extension. For any extension(s) to the Contract, discussions with NLWA shall be conducted sufficiently far in advance of the Contract expiry date to arrive at an agreed position.

2. Specification

BACKGROUND

1. Overview

- 1.1 The North London Waste Authority (NLWA) and the seven North London boroughs need to plan, design and adopt a new Joint Waste Strategy. The previous strategy ran from 2004 to 2020.
- 1.2 It is proposed that a new strategy is developed which will cover the period 2024 to 2040.
- 1.3 NLWA is the Customer for this procurement. The seven North London boroughs will be key partners and stakeholders.

2. Background to the Authorities

- 2.1 The North London boroughs of Waltham Forest, Barnet, Haringey, Hackney, Islington, Camden and Enfield cover 2 million people in 696,000 households.
- 2.2 NLWA manage disposal on behalf of these seven boroughs and recycling collected by six of the seven boroughs. The seven boroughs collect nearly 820,000 tonnes of waste and recycling a year, of which 675,000 tonnes comes from households (2022).
- 2.3 The North London area is characterised by a diverse, mobile, urban population. And typical of London as a whole, the area has a relatively young population. A significant proportion of residents, particularly in the inner boroughs, live in flats. Population density varies across the Authority area but is generally above average.
- 2.4 London has always experienced high levels of population transience. There are also changes taking place to the demographics in the area, as regeneration schemes and the pressures of the regional housing market encourage new communities to move to London.
- 2.5 The level of population mobility and diversity places particular demands on the Partner Authorities in communicating waste challenge messages in a meaningful way.
- 2.6 The seven boroughs are responsible for delivering a wide range of local public services, such as social care, children's services, highways management, planning and housing. Many are under considerable financial pressure to deliver services in the most efficient way possible with limited resources. This situation has only been exacerbated in the last few years by the impacts of the Covid-19 pandemic and the rising cost of living.
- 2.7 North London Waste Authority (NLWA) and the boroughs are together responsible for the management of local authority collected waste in North London, namely the reduction, reuse and recycling of as much household and commercial waste as possible, and then providing appropriate solutions for the management of residual waste:
 - 2.7.1 The boroughs have a statutory responsibility for the collection of household waste and (if requested) commercial waste. They are also responsible for street cleansing, and managing waste from their parks and other public spaces.
 - 2.7.2 NLWA is a Joint Waste Disposal Authority, and has a statutory responsibility for the treatment of waste, including refuse, recycling and other waste materials, collected by the seven boroughs. NLWA also has a statutory duty to provide household waste and recycling centres (HWRCs).

Background to the Requirement

- 2.8 The Authority is co-developing a new North London Joint Waste Strategy (NLJWS) with its seven constituent boroughs. The most recent Joint Waste Strategy expired in 2020. At that time, Government had recently consulted on changes which would affect the operation and funding of the waste system including introduction of a Deposit Return Scheme (DRS), expansion of the polluter pays principle in waste management with proposals for an Extended Producer Responsibility (EPR) scheme, and changes to increase consistency in waste collection services. Members agreed that to

develop a long-term strategy, it would be most sensible to wait until there were clear plans on those issues. However, the third Environment Secretary has recently been appointed since the Government began consultation on these issues and there is no indication of when decisions will be taken. It is therefore proposed that development of the strategy should proceed to avoid the risk of excessive delay. The purpose of the strategy will be to guide everything in the Authority's future plans for services and policy development.

3. The new NLJWS will focus on activities to move all waste up the waste hierarchy (focusing ultimately on waste prevention in the first place).
 - 3.1 The strategy will set out targets and a strategic approach for reducing, reusing and recovering a greater proportion of the municipal waste generated in the North London area. For waste that cannot be recovered all reused, this will be incinerated at the new North London Heat and Power Plant. Over the course of the strategy period, the amount of waste sent to landfill will reduce to zero.
 - 3.2 A key element of the strategy will look at the use of the energy recovery facility at the Edmonton EcoPark once it is fully operational, to treat all the residual locally collected waste and explore its wider benefits.
 - 3.3 There are a number of factors that will have an influence over the strategy period, including:
 - 3.3.1 the quantity and type of housing stock in the region;
 - 3.3.2 levels of deprivation, poverty and mobility;
 - 3.3.3 population size, demographics and transience;
 - 3.3.4 consumer behaviour, product design and resource use;
 - 3.3.5 national and regional policy and legislation;
 - 3.3.6 the markets for waste and resources, both locally and globally; and
 - 3.3.7 technology options for managing waste and resources.
 - 3.4 In addition, future options need to be considered in the context of emerging changes to the national policy landscape, driven by the publishing of the Government's Resources and Waste Strategy (RWS) in December 2018, the Waste and Emissions Trading Act 2003, the Environment Act in 2021. Subsequent consultations, legislation and guidance documents will also need to be taken account. A list of all relevant documents will be provided. The ongoing impact of the UK leaving the EU as well as the impacts of the Covid-19 pandemic also need to be considered.
 - 3.5 The Authority, when developing its strategy, must have regard to the Mayor of London's municipal waste management strategy (the London Environment Strategy).
 - 3.6 A key element of the new strategy will need to address the central government approach to the circular economy and to the encouragement of recycling and supporting enforcement. It will address how Government intends to deliver the Consistency in Household and Business Recycling proposals, the Extended Producer Responsibility Scheme (EPR), the Deposit Return Scheme (DRS), UK Emission Trading Scheme (ETS) Consultation and the proposed residual waste reduction target, and how these initiatives will impact local government. For example, the procurement and delivery of new waste management and recycling infrastructure may need to be provided as a result of EPR.
 - 3.7 NLWA and the boroughs are ambitious about the opportunity to invest in services, infrastructure and behaviour change to significantly reduce waste and encourage reuse, as well as increasing recycling. This includes investing in infrastructure which will enable the recycling of new materials. Work by Tolvik, on reviewing pre-treatment solutions for residual waste, should be considered and referenced in any work undertaken in this area.
 - 3.8 As public authorities, NLWA and the boroughs wish to explore opportunities to maximise economic, social and environmental well-being through the delivery of a new NLJWS.

- 3.9 The development of the NLJWS will need to follow a logical sequence, essentially understanding what waste will look like in the future, applying the waste hierarchy to reduce, reuse and recycle as much of it as possible.
- 3.10 The NLJWS in its entirety will have an extensive scope, covering a broad range of issues over an extended period of time. The NLJWS will therefore take a considerable amount of time to complete, allowing for sufficient time to undertake thorough and sufficient analysis, appraisal and stakeholder engagement at each stage.
- 3.11 The aims of the overall NLJWS (as approved by NLWA) are:
- a) To promote overall waste reduction and avoidance;
 - b) To maximise reuse and recycling, and create a more Circular Economy;
 - c) To promote sustainable municipal resources and wastes management policies in North London and provide resident-focused, cost-effective, best value services;
 - d) To minimise the overall environmental impacts of resource and waste management and mitigate the effects of climate change;
 - e) To work with residents, community groups and local businesses in the development and implementation of resources and waste management practices.
- 3.12 The aims are supported by the following objectives (as approved by NLWA):
- a) To work together with residents and the North London community to minimise the amount of residual wastes arising;
 - b) To work together with residents and the North London community to increase reuse, recycling rates and promote the Circular Economy;
 - c) To divert resources and waste from landfill and prioritise more sustainable initiatives for disposing of waste;
 - d) To support the NLHPP project and development of the EcoPark, and work with the local community to maximise the benefits of the new facility and ensure it is the greenest hub of its kind;
 - e) To maximise all opportunities for local regeneration and increased social value benefits from waste and resource management, including employment, skills and wellbeing.
- 3.13 The aims and objectives may change slightly as the development period progresses, but most will not alter substantially.
- 3.14 The aims and objectives all apply to all parts of the NLJWS.

4. Project Governance

- 4.1 NLWA is leading the development of the NLJWS with the boroughs, who will play an integral role in its formation. NLWA is therefore the Customer for this Procurement.
- 4.1.1 The Project Board consists of the Managing Director from NLWA, the Director of Corporate Affairs at NLWA, senior borough officers and senior NLWA officers.
 - 4.1.2 Regular updates reporting is made at Members Working and Recycling Group (MRWG), and weekly meetings with Authority officers.
 - 4.1.3 The Project Team is led by the Senior Strategy and Policy Manager at NLWA.
 - 4.1.4 In addition, there will be six NLJWS working groups, which will focus on key themes relevant to the strategy. These will be: Environmental Performance, Managing Residual Waste, Recycling, Re-use and Circular Economy, Waste Reduction and the Impact of New Legislation.

5. Key Deliverables

5.1 The following are the key deliverables:

- 5.1.1 Stakeholder engagement and public consultation programme appropriate to the delivery of the North London Joint Waste Strategy.
- 5.1.2 Analysis of current position (a baseline assessment of LACW across the seven boroughs)
- 5.1.3 Forecast of how waste arising will change over the strategy period (in both kg per capita and tonnage).
- 5.1.4 Modelling of potential impacts of waste reduction, recycling, reuse and circular economy interventions.
- 5.1.5 Modelling of waste collection scenarios for the seven boroughs.
- 5.1.6 Modelling of the impact of environmental performance, including CO2 outputs and air quality impact.
- 5.1.7 Impact Assessment (including a strategic environment assessment and equalities impact assessment).
- 5.1.8 Drafting of a final report (with appropriate appendices) for NLWA and the boroughs to understand outcomes.

6. Stakeholder Engagement

6.1 The development of a stakeholder engagement plan and a public consultation for the purposes of consulting on the NLJWS is required. The Service Provider will need to be mindful of engagement taking place between NLWA officers, members and key officers from the seven boroughs during the strategy's development period, and with the Mayor of London and Greater London Authority.

6.2 Stakeholders will include, but not be limited to:

- 6.2.1 Members and key officers from the seven boroughs
- 6.2.2 The Mayor of London and Greater London Authority (GLA)
- 6.2.3 Central Government
- 6.2.4 Environment Agency, Defra, BEIS and other relevant national organisations
- 6.2.5 London Energy Limited (LEL)
- 6.2.6 Relevant community organisations
- 6.2.7 Members of the public
- 6.2.8 Local businesses

6.3 NLWA officers will provide a list of suggested stakeholders.

Workshops

6.4 NLWA and the boroughs will be holding four workshops for the development of the NLJWS:

- 6.4.1 Workshop 1 focused on the vision/aims and objectives for the strategy, and gave members an opportunity to identify the key issues that needed to be addressed and the relative importance/priority of different factors. This workshop took place on the 15th September 2022.
- 6.4.2 Workshop 2 will be focused on the outcome of the public consultation and facilitate discussions on the outcomes that can be taken forward in the draft strategy. This is currently scheduled for 30 March 2023.

- 6.4.3 Workshop 3 will be focused on the forecasting and modelling, to facilitate discussions about the scenarios that will be taken forward into the draft strategy. This is currently planned for Sept 2023 (date tbc).
- 6.4.4 Workshop 4 will be focused on the assessment impacts, and the finalisation of the strategy documents for the commencement of the formal adoption process. This is currently planned for Nov 2023 (date tbc).

Public Consultation

- 6.5 The successful tenderer should work with NLWA and the boroughs to develop and deliver a public engagement and consultation programme to support the development and adoption of the NLJWS.
- 6.6 The consultation must raise awareness of the NLJWS development and to encourage as many people as possible to engage and provide feedback. It must be accessible to all members of the public.
- 6.7 It should include consultation materials that can be adapted as required for distribution through appropriate channels.
- 6.8 This will include organisation and delivery of public meetings, surveys, focus groups, drop-in sessions (both online and in person) and social media. Other forms of consultation methods/material recommended by the consultant are also welcomed.
- 6.9 We would suggest a survey is launched at the start of the consultation period. The survey will ask for feedback on the priorities and opportunities proposed for the NLJWS.
- 6.10 Focus groups are a qualitative research tool that can be beneficial to use when wanting to explore issues in more depth. They can provide insights from traditionally hard to reach demographics that may not be inclined to respond to a survey. To support gathering residents' views on the draft strategy, we would suggest the consultant delivers online or in person focus groups.
- 6.11 We would suggest drop-in sessions are arranged for residents to be able to ask questions about the NLJWS and/or survey and also provide feedback on the proposals.
- 6.12 We require the delivery of a PR campaign to support the strategy development, including digital content and use of social media. We would also suggest a press release is developed and issued to all Partner Authorities along with suggested text for social media posts.
- 6.13 A dedicated web page containing information about the NLJWS and all supporting documents should be set up and hosted on the NLWA website.
- 6.14 The consultant should consider the distribution/communication channels that can be accessed through NLWA and the boroughs (noting local communication policies), as well as making recommendations for others that may be appropriate.
- 6.15 The public engagement and consultation programme should have an appropriate balance of qualitative and quantitative assessment of priorities, concerns and opinions.
- 6.16 The consultant must manage and compile responses during any resident engagement exercise.
- 6.17 The consultant must deliver a final report and presentation on the consultation outcomes, including recommendations for the draft strategy.

7. Analysis of Current Position

- 7.1 The consultant must undertake an appropriate baseline assessment of the current position with regards to the management of local authority collected waste (LACW), noting the requirements for forecasting and modelling set out later in this document. This should include any commercial waste the boroughs currently collect.
- 7.2 Please note a Waste Composition Analysis for North London will be carried out shortly and will be completed by summer 2023. The results of this should be used in this exercise. The continuing impact of the rise in the cost of living should also be factored into the baseline assessment. It

should be noted that residual waste has recently dropped across London (and nationally). Potential reasons for this should be explored.

- 7.3 Carry out a policy and legislative review to identify implications for the NLJWS. This should include, but not be limited to, potential implications of the Government's Resources and Waste Strategy and subsequent consultations, the Environment Act, the London Environment Strategy and other GLA documents, local political considerations, the Circular Economy Package, and any ongoing implications resulting from the UK leaving the EU.
- 7.4 Consultants should note that NLWA and the boroughs hold data that can be provided to assist in the development of the NLJWS, including but not limited to:
- 7.4.1 Information on relevant historical behaviour change campaigns undertaken in the region on waste reduction, reuse and recycling.
 - 7.4.2 In-year tonnage information that may be accessible on Waste Data Flow.
 - 7.4.3 Existing service design, cost and performance information.
 - 7.4.4 Details of any existing strategies, planned service changes, relevant procurements etc. being undertaken by NLWA and/or the boroughs.
 - 7.4.5 Demographic profile/classification information may be available from some of the boroughs.

8. Forecasting

- 8.1 Undertake forecasting for how waste generation in the region will change over the period of the strategy, looking at both tonnage and composition, and covering the following waste streams:
- 8.1.1 Household waste arising from domestic premises
 - 8.1.2 Other household waste
 - 8.1.3 Household-like commercial waste
 - 8.1.4 Other commercial waste
 - 8.1.5 Other waste, including that from industrial sources, that is suitable for a standard municipal waste treatment process.
 - 8.1.6 Scenario should also be undertaken for high recycling, central recycling and low recycling.
- 8.2 The forecasting should assess and take account of:
- 8.2.1 Planned and proposed housing stock changes.
 - 8.2.2 Population changes, including demographics and transience.
 - 8.2.3 The impacts that could be associated with climate change or other environmental issues.
 - 8.2.4 Anticipated changes in amounts and types of waste coming to market from producers, including the likely impacts associated with the proposals set out in the Government's Resources & Waste Strategy.
 - 8.2.5 Anticipated changes in amounts and types of waste being diverted through non-local authority collection/treatment routes, such as Deposit Return Schemes (DRS).
 - 8.2.6 The impact of the Extender Producer Responsibility (EPR) scheme (currently scheduled from 2024), and packaging arriving into households which local authorities may not currently have the infrastructure to recycle.
 - 8.2.7 The impact of the Government waste reduction target, which is set 50% by 2042 (kg per capita) from 2019 levels. This is in combination with a 65% municipal recycling rate target by 2035, and a municipal recycling rate of around 70-75% by 2042.

- 8.2.8 Forthcoming changes to technology, materials, consumer behaviour, or other factors that could impact on waste generation and/or composition.
 - 8.2.9 Changes in collection, sorting or treatment technology that may allow for increases in the amount of material that can be separated for recycling at a marketable quality.
 - 8.2.10 Horizon-scanning for other factors that could impact on waste generation and/or composition such as changes in materials, new or redesigned products, changes to distribution methods, and evolving consumer behaviour and consumption patterns.
 - 8.2.11 Levels of compliance from members of the public, and an understanding of how performance would be affected if all schemes in place were observed.
- 8.3 The likely impacts of seasonality will need to be factored into the forecasting.
- 8.4 Forecasting to 2050-51 will need to be carried out at a borough level, rather than just North London as a whole, to feed into the options appraisal work that follows. Forecasting beyond 2050-51 can be for the entire sub-region.

9. Options Appraisal

- 9.1 Prepare an Options Appraisal that considers the scope and potential performance of the following:
- 9.1.1 Communications and public engagement on waste reduction, reuse and recycling, including existing campaigns, future programmes, and integration with wider regional and national campaigns.
 - 9.1.2 Provision of reuse infrastructure and services for North London, including those provided by community organisations, the public sector, and digital platforms.
 - 9.1.3 Explore opportunities for the boroughs/NLWA to engage with commercial organisations and encourage reduction of and collect commercial waste.
 - 9.1.4 Waste collection services as set out below.
 - 9.1.5 Provision of RRC infrastructure serving North London, and potential for changes and/or improvements to those facilities (including factoring in any impact that will arise as a result of the recent Defra HWRCs consultation). Please note NLWA officers are carrying out a review of the eight North London RRCs which will need to be taken into account.
 - 9.1.6 Modelling of the impact of CO2 outputs, including that of NLWA vehicles and buildings.
 - 9.1.7 Modelling of the impact of new legislation, including the impact of the Deposit Return Scheme and Extended Producer Responsibility scheme.
- 9.2 The Options Appraisal shall include, but not be limited to, modelling of waste flows, costs, performance against indicators, and the economic and social value of different options:
- 9.2.1 NLWA and the boroughs expect to see modelling of scenarios against appropriate carbon-based performance indicators, alongside those that are tonnage-based.
 - 9.2.2 The models also need to be sufficiently flexible to enable different scenarios for funding from Extended Producer Responsibility and ETS schemes to be factored into the cost modelling.
- 9.3 The consultant should ensure that anticipated or projected changes/improvements to the technology that may be available to NLWA and the boroughs for collection and reprocessing of materials are sufficiently factored into the relevant models.
- 9.4 NLWA and the boroughs aspire to maximise the separation for recycling at a marketable quality at the point of collection. It is recognised there may be a role for pre-treatment of residual waste to play in recovering some more materials for recycling. The models should consider Tolvik's work on outline performance projections and costs for using such methods on residual waste, after other

opportunities to separate materials at the collection stage have been exploited as far as is cost-effective.

9.5 NLWA and the boroughs recognise that the accuracy of modelling undertaken over the next year or two may reduce for the later parts of the strategy period. However, the collection modelling needs to cover the 'peak' tonnages that are likely to need to be dealt with.

9.5.1 Detailed collection modelling is required for the period until 2050-51 (by borough).

9.5.2 For the period beyond, the consultant will need to undertake sufficient modelling to give NLWA and the boroughs a broad understanding of the likely trajectory of waste and resource tonnages so that this can be factored into the strategic decisions about infrastructure that will be considered later.

Waste Reduction

9.6 NLWA and the boroughs wish to understand how much of an impact they could realistically have on waste generation levels through interventions the authorities could initiate themselves.

9.7 The content of the new Residual Waste Reduction plan should be taken into account here.

9.8 Modelling should enable an appraisal of the opportunities against costs, benefits, environmental impacts and other suitable indicators.

Reuse

9.9 NLWA and the boroughs are keen to understand the opportunities to increase the level of reuse, so as to reduce waste and/or prolong the life of products and delay their entry into the waste system.

9.10 Modelling of reuse interventions should include, but not be limited to:

9.10.1 Mapping of reuse and repair services available to North London residents.

9.10.2 Expansion or increased use of existing reuse schemes, services, digital platforms etc.

9.10.3 Promotion and support for the sharing, donation and re-selling economy.

9.10.4 Development of new reuse services for the North London community, such as reuse or repair shops located on housing estates or developing an existing RRC into a reuse/fixing centre.

9.10.5 Development of new 'preparation for reuse' infrastructure.

9.10.6 Consideration of funding streams that could be used to deliver increased reuse.

9.11 As with Waste Reduction, modelling should enable an appraisal of the opportunities against costs, benefits, environmental impacts and other suitable indicators, including social and economic value.

Collections

9.12 Analysis and modelling will be carried out for collections scenarios. A collections scenario is defined by the number of material streams collected separately from one another.

9.13 Firstly, to model the baseline services which the seven boroughs currently provide, including dry recycling (to the frequency each borough currently offers a collection service).

9.14 Secondly, to model the baseline services which the seven boroughs currently provide, including dry recycling projected until 2028/2029 for cost-effectiveness. This allows time for Government legislation proposed (EPR and DRS), and the effect on collection services to be modelled.

9.15 There will be additional collection scenarios that we ask the successful tenderer to provide. If additional modelling is necessary, this will be discussed with the service provider.

9.16 Where not otherwise specified, modelling of waste collection services should include, but not be limited to, the period up to 2050-51. Analysis should be carried out for each individual borough.

Kerbside

9.17 The majority of the tonnages managed arise through household and business collection services with kerbside collections. Modelling needs to be undertaken on both household and commercial streams.

9.18 There should be varying approaches modelled for service provision at different types of street-level housing stock, such as semi-detached properties and more densely clustered terraces with small/no front gardens.

9.19 It is assumed that HMOs are provided with kerbside services, but Service Providers should consider how to treat these types of housing stock in the modelling.

Waste and Recycling Collections (Purpose-Built Flats)

9.20 Modelling undertaken needs to indicate the likely waste and recycling performance at blocks of flats.

9.21 We would like to understand what a realistic performance level will be for these types of housing stock, based on experience from other local authority areas, relevant experience from cities outside the UK, and current or anticipated local, regional and national policy.

9.22 Communications campaigns, signage improvements, bin store upgrades and other interventions that may increase recycling performance should be modelled, with an assessment of cost-effectiveness and practicability being carried out.

Waste and Recycling Collections (Non-Domestic Premises)

9.23 Modelling should be undertaken for commercial and other non-domestic premises (schools, community centres etc.) that may be serviced by local authority collections.

9.24 NLWA and the boroughs can provide information on their commercial waste portfolios as the basis for modelling future performance.

Other Initiatives to consider

Reuse and Recycling Centres

9.25 NLWA would like the Service Provider to undertake some analysis and modelling of the Reuse and Recycling Centre (RRC) network. The RRC network currently operates below capacity and could be utilised more.

9.26 RRC modelling should include, but not be limited to:

9.26.1 Increasing the range of materials that can be collected for reuse and recycling.

9.26.2 Basic design and/or layout changes at the sites.

9.26.3 Changes to access protocols and opening times that may influence reuse and recycling performance.

9.26.4 Incorporation of new types of facility at the sites, such as Reverse Vending Machines for any proposed national DRS, and reuse shops/workshops.

9.26.5 Opportunities to introduce totting and/or mechanical separation.

9.26.6 Partnership or profit-share opportunities.

9.26.7 The potential to adapt existing RRCs to become reuse/ repair centres.

9.27 The Service Provider should provide a report, outline payment mechanism and relevant examples for how NLWA could achieve value through partnerships or contractual relationships with totters, charities and other organisations.

9.28 The Service Provider should provide an outline action plan for implementation of possible options.

Campaigns and resources

9.29 To assist with modelling of waste reduction interventions should include, but not be limited to:

9.29.1 Communications and behavioural change campaigns.

9.29.2 Provision of tools and resources to support residents and businesses in reducing waste.

9.29.3 Collection and RRC service design (which is linked to the section on RRCs below).

Models and Intellectual Property

9.30 NLWA expects the models developed for this project to be transferred to it without any locked or hidden content, after completion of the number of modelling exercises agreed with the Consultant.

9.31 The assumptions built into the models should be overt, clearly explained and able to be adjusted by the Customer after transfer.

9.32 A sensitivity analysis should be undertaken on the models produced for this contract, and the key input factors identified that would need to be subject to checking against assumptions as part of later review processes. These would include, but not be limited to:

9.32.1 Transience

9.32.2 Population

9.32.3 Number of households

9.32.4 Proportion of housing stock made up of flatted properties

9.32.5 Deprivation levels

9.32.6 Mobility levels

9.32.7 Diversity indicators, such as the number of different self-declared first languages within the population

10. Impact Assessments

10.1 The Service Provider will need to deliver appropriate impact assessments for the draft strategy, such as the following. The Service Provider may combine these into a single integrated impact assessment if appropriate:

10.1.1 Financial Assessment

10.1.2 Social Value Impact Assessment

10.1.3 Strategic Environmental Assessment

10.1.4 Equalities Impact Assessment

11. Reporting

11.1 The consultant shall in connection with the Services:

11.1.1 Undertake all necessary enquiries, survey and investigations;

11.1.2 Submit reports to NLWA on the project at the end of each month unless otherwise agreed in writing;

11.1.3 Deliver presentations to senior management, the general public or other stakeholders, as agreed at project outset or as reasonably required during the course of the project; and

- 11.1.4 Deliver the project outcomes and objectives within any timescales agreed at the project outset.
 - 11.1.5 Throughout the project, the successful tenderer will support NLWA in the drafting of formal committee papers to report to Members and Senior Officers on the development of the NLJWS.
 - 11.1.6 Papers for NLWA Authority Meetings are typically finalised several weeks before each meeting, to allow time for review by the NLWA Management and statutory publication deadlines.
- 11.2 NLWA will advise on dates and lead-in times for appropriate committee meetings (including boroughs meetings) that may require update reports. It is anticipated that these reports will not differ greatly from those being compiled for the NLWA Authority Meetings.
- 11.3 The work being commissioned through this tender will include preparation of a high-quality final report, including appropriate technical and non-technical appendices. This should include an outline action plan that sets out how and when the boroughs and NLWA would need to invest, implement services and undertake communications. This will inform the final NLJWS.
- 11.4 The appendices will need to include all of the evidence base, forecasting and modelling.

Key Milestones

- 11.5 The Consultant should note the following project milestones that the Authority will measure the quality of delivery against.
- 11.6 Consultants should submit an outline action plan for delivery of the commissioned work, which will form the basis of a payment plan for the successful bidder (to be agreed at the inception meeting).
- 11.7 The Authority's outline milestones are broadly envisaged as set out in the table below. As part of the proposals submitted through this tender process, the consultant should aim to deliver against these milestones, or provide alternatives with a rational, robust and experienced-based set of reasons why there need to be changes.

Milestone	Description	Timeframe	Award
1	Inception meeting (part 1)	Within 1 week of Contract Award	
2	Formal public/stakeholder consultation period	By xx Jan 2023	
3	End of month report	By 31 st Jan 2023	
4	Update at February Authority meeting	By 9 th Feb 2023	
5	End of month report	By 28 Feb 2023	
6	End of public/stakeholder consultation period	By xx March 2023	
7	Delivery of report on part 1	By xx March 2023	25%
8	NLWA Member Workshop 2	By 30 March 2023	
	Awaiting the Waste Composition Analysis		
9	Inception meeting (part 2)	By xx May 2023	
10	End of month report	By xx May 2023	
11	Update at June Authority Meeting	By 22 nd June 2023	
12	End of month report	By xx June 2023	
13	End of month report	By xx July 2023	
14	End of month report	By xx August 2023	
15	Completion of forecasting and modelling	By xx Sept 2023	
16	Delivery of report on part 2	By xx Sept 2023	50%
17	NLWA Member Workshop 3	By xx Sept 2023	
18	Inception meeting (part 3)	By xx Oct 2023	
19	Delivery of Impact Assessment	By xx Nov 2023	
20	Delivery of report on part 3	By xx Nov 2023	75%
21	NLWA Member Workshop 4	By xx Nov 2023	
22	Delivery of final report	By xx December 2023	
23	Adoption of final report	By xx December 2023	
24	Project closedown and handover meeting	January-February 2024	100%

12. Location of Services

12.1 Employees of the Consultant (or its subcontractors) may choose to be partially based within the borough areas during this project or to work remotely.

12.1.1 NLWA is currently based at offices in Tottenham Hale. The Consultant will be able to access NLWA's office for consultants working on this project, but it should be noted many officers in both NLWA and the boroughs now primarily work remotely.

12.1.2 The boroughs are based at a mix of town halls, office blocks and depots across North London. The Consultant should expect that its employees may need to work at these locations during some stages of the project.

12.2 The Consultant and the NLWA shall agree working arrangements and locations at the first inception meeting, and review during the regularly scheduled Supplier Meetings.

12.3 The Consultant is expected to be sufficiently flexible to attend meetings, workshops and, consultation events at locations across North London.

13. Other requirements

13.1 The Consultant shall provide their own administrative and technology support and consumables when undertaking Services on behalf of the NLWA.

13.2 The Consultant shall comply with the NLWA's policy Framework and Constitution.

13.3 The Consultant must have in place appropriate insurance. The minimum insurance required by NLWA is: public liability insurance £2m, professional indemnity insurance £5m and employer's liability insurance £2m.

13.4 The Consultant must have an equality diversity and inclusion policy in place throughout the contract period, including without limitation, an equal opportunities policy.

13.5 The Consultant must comply with all legislation relating to health and safety and modern slavery.