

<b>LONDON BOROUGH OF CAMDEN</b>	<b>WARDS:</b> All
<b>REPORT TITLE</b> Draft North London Joint Waste Strategy 2025-2040 (SC/2025/36)	
<b>REPORT OF</b> Cabinet Member for a Sustainable Camden	
<b>FOR SUBMISSION TO</b> Cabinet	<b>DATE</b> 16 <sup>th</sup> July 2025
<b>STRATEGIC CONTEXT</b> We Make Camden has an ambition that Camden should be a clean, sustainable, vibrant, and accessible place with everyone empowered to contribute to looking after the borough and tackling the climate emergency.  The Joint Waste Strategy (JWS) sets out how the North London Waste Authority (NLWA) and 7 constituent boroughs will move towards a low waste, more sustainable future in accordance with the waste hierarchy. It aligns with the Council's Climate Action Plan and supports residents to minimise waste, maximise recycling and move towards a 'circular economy' by using resources in a more efficient way.	
<b>SUMMARY OF REPORT</b> This report seeks approval from the Cabinet for the adoption of the North London Joint Waste Strategy.  A public consultation on the draft Strategy, which is detailed in this report, was undertaken between October 2024 and January 2025.  The JWS sets out prioritised aims and objectives that will help north London move towards a low waste, sustainable future and prepare for the implementation of Central Government's Waste Reform proposals over the coming years.  <b>Contact Officer:</b> Richard Bradbury, 5 Pancras Square, London N1C 4AG, 020 7974 3725, <a href="mailto:Richard.Bradbury@camden.gov.uk">Richard.Bradbury@camden.gov.uk</a>	
<b>RECOMMENDATIONS</b>  That the Cabinet agrees: <ol style="list-style-type: none"> <li>1. To approve the North London Joint Waste Strategy (JWS).</li> <li>2. To delegate authority to the Director of Environment and Sustainability to approve any final minor changes to the JWS.</li> </ol>	



Signed:

Richard Bradbury, Director of Environment and Sustainability

Date: 7 July 2025

## **1. CONTEXT AND BACKGROUND**

- 1.1. Responding to the climate emergency is more urgent now than ever, and the way we manage resources and dispose of our waste has an important role to play in helping to cut the greenhouse gas emissions that drive climate change.
- 1.2. North London Waste Authority (NLWA) is the statutory waste disposal authority for the seven north London waste collection authorities; Barnet, Camden, Enfield, Hackney, Haringey, Islington & Waltham Forest. It is governed by 14 members with two councillors from each of the seven boroughs.
- 1.3. It is a requirement under section 32 of the Waste and Emissions Act 2003 for waste authorities in a two-tier<sup>1</sup> area (like north London) to have a joint strategy for the management of waste. The most recent JWS covered the period 2004 to 2020 and is now out-of-date. That strategy largely focused on finding a solution for waste disposal infrastructure in north London, which has since been agreed upon, and is now under development (North London Heat and Power Project).
- 1.4. The JWS sets out the aspirations for the 8 authorities, for all levels of resource and waste management, including collection, transfer, treatment and disposal, in accordance with the waste hierarchy. Through the aims and activities set out in the document, we will help north London move towards a low waste, sustainable future.
- 1.5. There are also significant legislative changes coming in the near future, and so it is important there is an up-to-date strategy which will consider and set out how north London will respond to these changes. In addition to this, waste authorities in Greater London must act in general conformity with the Mayor of London's municipal waste management strategy (currently the London Environment Strategy).
- 1.6. The content of the JWS will be subject to minor additions and minor amendments until the process of adoption has concluded and the final Strategy adopted by the NLWA and its 7 constituent borough councils.

## **2. PROPOSAL AND REASONS**

- 2.1. The JWS vision is to manage north Londoners' waste according to the waste hierarchy, prioritising waste reduction then maximising reuse, repair, recycling, and where reduction is not feasible, disposing of waste in the most climate-friendly way possible. This includes providing environmentally friendly, value for money, resident-focussed services and policies that help to support the transition towards a more circular economy where products are re-purposed at their end of life and waste is minimised.
- 2.2. Joint aims, objectives and a set of priorities were all derived from the vision outlined above. Together, these form the overarching policy framework which guides the work over the course of this Strategy. The aims and objectives can be found in section 1.4 of the JWS attached in Appendix 1.
- 2.3. The approach to delivering the aims and objectives is set out in chapters 6 to 10 of the JWS. The actions and activities to deliver these objectives across

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<sup>1</sup> Where separate authorities have legal duties for the collection and disposal of waste such as in north London.

north London are grouped into four thematic priorities, set out below (sections 2.4 to 2.7).

- 2.4. Priority 1: supporting the reduction in waste, by promoting prevention, repair and reuse. Our approach will focus on:
- enabling communities to deliver change on the ground;
  - providing prevention, reuse and repair opportunities;
  - engaging and informing residents;
  - encouraging behaviour change;
  - developing and delivering an ambitious education programme, and;
  - working in partnership with local organisations and others in the sector.
- 2.5. Priority 2: improving and maximising recycling. Our approach will focus on:
- Maximising material collected for recycling, including hard-to-recycle materials and food waste;
  - Providing the infrastructure we need to effectively manage north London's recycling;
  - Processing recycling effectively, including as much as possible within the UK;
  - Engaging and informing residents, and;
  - Working with businesses.
- 2.6. Priority 3: reducing the environmental impact of disposal, where there is no option to prevent or reuse waste. Our approach will focus on:
- Managing waste disposal in state of the art new facilities which minimise impacts on air quality and the environment;
  - Mitigating climate impacts by using waste to produce energy and heat;
  - Reducing greenhouse gas emissions including through decarbonisation of vehicles and potential use of Carbon Capture and Storage technology;
  - Avoiding landfill, and;
  - Actively monitoring developments in technology and infrastructure which can be applied in north London.
- 2.7. Priority 4: delivering collaborative, community-focused services which provide value for money and maximise social value. Our approach will focus on:
- Ensuring we provide suitable and cost-effective reuse and recycling; services which meet the needs of north London's residents
  - Working collaboratively with partners and other stakeholders;
  - Delivering social value and benefits for the local community;
  - Providing local people with opportunities to train and develop green skills;
  - Committing to sustainable procurement practices, and;
  - Managing our assets effectively to ensure value for money.
- 2.8. Monitoring
- 2.8.1. NLWA and the constituent boroughs collect and manage north London's waste materials, which forms part of a wider system that also includes government, manufacturing sector and consumers. Action is needed across all of these groups and together if we are going to jointly meet the challenges that waste services will face over the next fifteen years and help achieve our environmental, social and financial goals.

2.8.2. NLWA will measure and report on progress in delivering this Strategy using the metrics described in the chapters above as key performance indicators. Where targets have been set, the aim is to meet these by the end of the Strategy period (2040) and the NLWA will report on progress through annual reports (within the NLWA Annual Report) presented to the Authority and published on the NLWA website. NLWA will also measure progress in delivery reports linked to the borough GLA's Reduction and Recycling Plan (RRP) reporting process. A summary of these reporting metrics is shown in table 1 below.

2.8.3. Table 1. Reporting Metrics.

Priority	Indicator	Metric	Targets
P1	Avoidable food waste	% of residual	50% reduction
P1	Recyclable material in residual waste	% of residual	50% reduction
P1	Total household waste per capita	Kg / person	No target
P1	Residual household waste per capita	Kg / person	No target
P1	Reused material	% of RRC waste reused	Double % of material reused
P2	Recycling rate	% of household waste by weight which is recycled, reused or composted.	50%
P2	Processing destinations	% within UK	100%
P3	Carbon impact of waste streams	To be developed	
P3	Operational emissions		
P3	Use of landfill	% of waste sent to landfill	0%
P4	We will monitor the activities outlined above through performance indicators to be developed within each individual workstream. These will be detailed in delivery plans and monitoring reports published on a regular basis throughout the Strategy period. Delivery plans will be produced in line with the RRP reporting process and the strategy's annual report will be set out within the NLWA annual report which will track actions and commitments.		

The Government has set a target for the reduction of overall residual waste<sup>2</sup> of 50% by 2042 (based on 2019) levels. There isn't currently a target for household waste or local authority collected waste, but we will aspire to work with the Government to help meet that their overall residual waste reduction target

## 2.9. Impact Assessments

2.9.1. While preparing the JWS, the NLWA assessed the impacts the proposed approach and activities could have on the environment, people with protected characteristics and finances. The Strategic Environmental Assessment

<sup>2</sup> This target refers to the total mass of residual waste, which includes business, construction and local authority collected waste but excludes major mineral wastes. [The Environmental Targets \(Residual Waste\) \(England\) Regulations 2023](#)

(Appendix 5) details a series of key themes with aligning mitigations that cover the core areas of focus in the JWS. The Equalities Impact Assessment (section 5.11 below and Appendix 6) confirms the NLWA and constituent boroughs already have actions and measures in place to mitigate identified impacts to acceptable levels. The Options Appraisal (Appendix 3) contains an analysis of 'whole system costs' for the relevant options of waste collections and disposal assessed, illustrating the total annualised collection costs including vehicles, containers, staffing, running, standing and overheads costs, as well as any revenues received by the councils and the notional treatment and disposal costs of managing the collected waste.

### **3. OPTIONS APPRAISAL**

#### **3.1. Option 1: Approve the strategy**

3.1.1. Over the past 3 years the NLWA has prepared the draft JWS in collaboration with the 7 boroughs. Over this period a range of public engagement and formal consultation exercises took place along with regular officer and member engagement to help develop the draft strategy's aims, objectives and delivery approach.

3.1.2. The final JWS draft and supporting documents can be found in appendices of this report. The Strategy clearly frames the challenges ahead for managing north London's waste materials and the need to move to a more 'circular' use of materials and so enabling their ongoing use. The actions and activities across the 4 priority themes align with the strategy's aims ensuring the waste prevention and product repair are prioritised within the delivery approach.

#### **3.2. Option 2: Do nothing**

3.2.1. To not proceed with a joint strategy for north London's waste management would mean the area being in non-compliance under section 32 of the Waste and Emissions Act 2003 for waste authorities for a two-tier<sup>3</sup> area to have a joint strategy for the management of waste.

3.3. Option 1 is recommended.

### **4. WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?**

#### **4.1. Stakeholder Engagement and Acceptance**

4.1.1. Public engagement and consultation is a key aspect of the waste strategy development process, there was a risk that stakeholders may not engage, fully support or accept the proposed priorities and initiatives. Significantly, the overall trends in responses suggested that respondents have a very positive perception of the draft strategy's vision, aims and priorities. Section 5 below gives further detail on the public engagement and consultation work that supported the strategy's development.

#### **4.2. Financial**

4.2.1. Tonnage forecasting demonstrates an increase in tonnage over the life of the strategy, and as such there will be a financial impact on dealing with this increase in waste and recycling. Additionally, uncertainties across public finances during the life of the strategy may impact on the delivery of the strategy.

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<sup>3</sup> Where separate authorities have legal duties for the collection and disposal of waste such as in north London.

The NLWA Member Finance Group and north London Directors of Finance Group will maintain ongoing oversight and scrutiny of the financial implications.

#### 4.3. Quality of Waste Management

- 4.3.1. Legislative changes, such as the introduction of the national Deposit Return Scheme, may inadvertently impact the quality of recyclable materials remaining within local authority collections. As higher-quality recyclable materials are diverted through alternative collection methods, local authorities could be left managing a higher proportion of low-quality recyclables or more general waste, potentially impacting on cost and performance. Taking into account the proposed changes in the waste modelling and forecasting early on, allows appropriate waste management approaches are built into the strategy and operations going forward.

### 5. CONSULTATION/ ENGAGEMENT

- 5.1. In summer 2023 the NLWA undertook an initial 12-week public engagement exercise, which informed the development of the JWS's aims, objectives and priorities. This involved a series of pop-up events, focus groups, and an online questionnaire, and over 2,100 residents were engaged in this process.
- 5.2. Following on from this, between October 2024 and January 2025, a formal public consultation on the draft JWS took place. Residents and stakeholders were asked for their views on how NLWA and the constituent boroughs intend to deliver the aims and objectives of the strategy. Over the course of the 12-week consultation period, over 1,500 responses were received, including:
- 1,037 via a representative in-person outreach exercise.
  - 470 via an online survey with paper copies available in libraries.
- 5.3. Responses were received from residents and community groups across 7 boroughs as well as from the Greater London Authority. NLWA officers also attended the relevant constituent borough Scrutiny Committees to receive feedback and input. Camden's Culture and Environment Scrutiny Committee considered the draft JWS at their meeting on 11 November 2024.
- 5.4. Overall respondents were positive about the draft JWS's vision, aims and priorities. 84% of respondents to the targeted outreach supported the strategy vision, and 85% supported the five aims of the strategy, most respondents thought that all actions were high priority, across all four priority areas. Through the consultation exercises residents and community groups demonstrated they were committed to improving north London's environmental sustainability and be more resource efficient. A summary of the feedback and how these were reflected in the JWS are set out below, more details can be found in Appendix 7.
- 5.5. **Strategy vision:** Feedback from local environmental campaign groups said that the JWS vision was too long and overly complex, and that the strategy needed a simple vision statement to summarise the ambition of the strategy. Following this feedback, NLWA have included a summarised, overarching vision statement: 'Towards a low waste north London, reducing the impact of waste arisings to meet the challenges of the Climate Emergency'. This change can be found in section 1.3 of the updated JWS (Appendix 1).

5.6. **Education and Engagement:** Residents believed that education in schools, campaigns to influence families and instil good waste management habits were important factors, along with working with communities and providing feedback to encourage active participation with waste reduction, repair, reuse and recycling. Chapter 6 of the draft strategy (aspiring to reduce waste by promoting prevention, repair and reuse) already demonstrated the commitment to this area, however the updated strategy expands on how NLWA will work with schools, colleges, local communities and grassroots organisations to deliver waste prevention initiatives in sections 5.2, 6.6, 6.7 and 7.9 (JWS Appendix 1). This includes making use of the new educational facilities at the EcoPark and supporting local communities to deliver waste prevention initiatives by sharing learning, resources and providing funding, ensuring education and engagement has as broader remit as possible.

5.7. **Recycling:** A range of feedback was received about recycling services, which included:

- Improve recycling by wider range of recyclables;
- Make it easier through labelling to understand what can be recycled;
- Increase understanding on what happens to recycling;
- Improve accessibility to and the provision of communal recycling;
- Better consistency and more outlets to recycle small waste electrical and electronic equipment (WEEE), textiles, batteries, bulky waste etc.

Changes have been made to chapter 7 to make these commitments clearer, alongside additional commitment to regularly update and publish the recycling destinations information to show what happens to north London's recycling (available on NLWA website).

5.8. **Waste reduction target:** Several groups asked that there is a clear timeframe and trajectory for achieving the stated JWS targets. The narrative around waste reduction has been reviewed throughout the strategy and a new paragraph has been added in section 6.9 (monitoring our progress).

5.9. **Delivering the strategy:** As in the previous theme, several groups asked that there is a clear timeframe and trajectory for achieving stated targets, but some also wanted to know how progress would be reported. Details have been added in sections 6.8, 6.9, 9.9, and 10.1 to address this.

5.10. **Resident Engagement:** That NLWA ensures proactive engagement with a wide range of residents is embedded through the delivery of the strategy, ensuring the widest possible community representation so that actions meet their all of north London communities' needs, experiences and aspirations. Details have been added in sections 5.2, 6.1, 6.4, and 10.3.

5.11. An initial Equalities Impact Assessment (EqIA) has been undertaken (see Appendix 6) to investigate the implications of the draft JWS on specific groups of people. The purpose of an EqIA is to ensure that policies and strategies do not discriminate against target groups with protected characteristics, and where possible contribute to improving the lives of local communities. Completing an EqIA is a systematic process that is designed to consider the needs of each target group and assess the impact that a policy or strategy may have on them.

- 5.12. To evaluate potential differential impacts on groups with protected characteristics under the Equality Act 2010 and those who are socioeconomically disadvantaged, the EqIA used all available data, including the consultation findings. The assessment finds that the JWS will not cause any potentially significant differential impacts.
- 5.13. The assessment confirms that the NLWA and constituent boroughs already have actions and measures in place to mitigate identified impacts to acceptable levels. This includes physical support for bulky waste movements and assisted collections; review of clinical waste collections; considering information accessibility; suitable training of Recycling Centre staff, and; opportunities to buy pre-used household goods. The NLWA will work to improve Recycling Centre infrastructure for pedestrians and cyclists, which supports people without a car to access wider services.
- 5.14. It is acknowledged that ongoing monitoring is necessary to ensure that any unexpected differential impacts are controlled when the JWS is implemented. The NLWA and boroughs will continue their engagement with communities over the lifetime of the JWS to monitor its impacts and identify if any improvements or changes are required.

## **6. LEGAL IMPLICATIONS**

- 6.1. Section 32 of the Waste and Emissions Act 2003 (the “Act”) introduced a requirement for waste authorities in a two-tier area to produce a joint waste strategy. This is an ongoing statutory requirement.
- 6.2. The Act requires that the strategy includes management arrangements for all municipal waste and that the constituent boroughs consult on the strategy appropriately. The strategy must also have regard for guidance given by the Government. In addition, the waste authorities for a two-tier area in Greater London must, when formulating policy, have regard to the Mayor of London’s municipal waste management strategy (currently the London Environment Strategy).
- 6.3. There are anticipated legislative changes coming in the near future, specifically in the areas of Simpler Recycling, Extended Producer Responsibility and a Deposit Return Scheme. It is important that the Authority and the constituent boroughs have an up-to-date strategy which will consider and set out how all 8 partners will respond to these changes

## **7. RESOURCE IMPLICATIONS**

- 7.1. This report seeks the approval of the Cabinet for the adoption of the North London Joint Waste Strategy and the delegation of authority to the Director of Environment and Sustainability to approve any minor changes to the JWS.
- 7.2. An increase in tonnage over the life of the strategy has been forecasted. This has financial implications and will be kept under review by each borough by maintaining an oversight of the implications.

## **8. ENVIRONMENTAL IMPLICATIONS**

- 8.1. The Strategy’s impact on the environment has been assessed through a Strategic Environmental Assessment (SEA), see Appendix 5.



All central and local government plans, policies and strategies that have potential to have a significant effect on the environment are required to be assessed regarding how they contribute to sustainable development. This is carried out via the completion of an SEA. The requirements for an SEA are defined in the 'Environmental Assessment of Plans and Programmes (SEA) Regulations 2004'.

- 8.2. The JWS highlights the importance of waste management in addressing climate change and the role it will play in achieving the Government's 'net zero' by 2050 target. Whilst the waste management sector contributes towards greenhouse gas emissions, these also arise from the extraction of resources, manufacturing, transportation and consumption of new products. The actions and commitments set out in the JWS aim to reduce these environmental impacts, by working actively to engage all residents and deliver services that prevent and reduce waste to help deliver a more circular economy in north London, whilst sending zero waste to landfill and harnessing energy and heat from waste that cannot be reused or recycled.
- 8.3. Carbon analysis will form part of regular reporting, providing holistic insights on the impacts of consumption and waste production, ensuring services contribute effectively towards net zero carbon targets and respond to the climate emergency. The Strategy also commits to producing new analyses examining the carbon impact of waste managed, together with up-to-date composition analysis, to help prioritise activities for the greatest environmental benefits. The JWS also seeks to influence government and others in the sector to adopt similar reporting and support the development of carbon-based metrics to help to ensure that national data and targets capture the true environmental impacts of waste.

## **9. TIMETABLE FOR IMPLEMENTATION**

- 9.1. All 8 authorities will be asking their decision-makers to consider approving the JWS through their governance processes between June and September 2025.

## **10. APPENDICES**

Appendix 1:	Joint Waste Strategy 2025-2040
Appendix 2:	JWS Waste Projections
Appendix 3:	Options Appraisal Report
Appendix 4:	JWS Listening Exercise
Appendix 5:	Strategic Environmental Assessment
Appendix 6:	Equalities Impact Assessment
Appendix 7:	Consultation Report

**REPORT ENDS**