

Meeting:	Cabinet
Date:	28 <sup>th</sup> July 2005
Subject:	Waste Management Service
Responsible Officer:	Area Director (Urban Living)
Contact Officer:	Andrew Baker
Portfolio Holder:	Environment and Transport
Key Decision:	No
Status:	Part 1

## **Section 1: Summary**

### **Decision Required**

#### **For decision**

To agree the recommendations and timetable for consultation set out in Section 3.

### **Reason for report**

The joint waste strategy for WLWA and the six constituent authorities will be discussed at a joint meeting on August 16<sup>th</sup>, and a draft for public consultation will be subsequently issued. This report sets out the arrangements for the consultation process

### **Benefits**

The council will increase its recycling rate and reduce its future liabilities under the Landfill Allowance Trading Scheme.

### **Cost of Proposals**

The revenue costs relating to the consultation will be contained within the agreed revenue budget for 2005/6.

### **Risks**

Failure to meet the Landfill Directive targets, for the diversion of biodegradable waste from landfill, will expose the council to significant financial liabilities under the Landfill Allowance Trading Scheme.

### **Implications if recommendations rejected**

The risks identified above will occur

## **Section 2: Report**

In two tier areas, the Waste and Emissions Trading Act 2003 places a statutory duty on waste collection and waste disposal authorities to produce a joint municipal waste strategy for their

area. The development of the strategy has been in progress since December 2003. In July of last year a workshop/seminar was held of the appropriate lead Members/Portfolio holders and senior officers from WLWA and the six authorities.

Attached at Appendix A is a joint letter to DEFRA (dated 12<sup>th</sup> April 2005), which sets out the steps taken to develop the joint strategy, a synopsis of progress made and a summary of further planned developments followed to reach the position we are currently at.

Appendix B sets out some extracts of the draft document that was received by the WLWA Board at its meeting on June 29<sup>th</sup>. The WLWA decided to hold a second workshop/seminar of the appropriate lead Members/Portfolio holders and senior officers from WLWA and the six authorities on August 16<sup>th</sup>. The aim of this meeting is to discuss outstanding issues and to reach an agreed joint position before the document is published for consultation

This report sets out two processes: -

- 1 To agree proposals for Member meetings before August 16<sup>th</sup> – to allow the issues to be discussed and inform people attending the meeting;
- 2 To agree proposals for public consultation once the consultation draft has been agreed and issued.

### **3 Proposals for Consultation**

#### **3.1 Consultation to produce consultation draft**

29 <sup>th</sup> June	WLWA Board	Receive initial draft
7 <sup>th</sup> July	Constituent engineers	Discussion of draft
11 <sup>th</sup> July	PHB	Consider draft Cabinet report
20 <sup>th</sup> July	Constituent engineers	Discussion of draft
28 <sup>th</sup> July	Cabinet	Consultation proposals for Harrow
Early August	Constituent engineers	Discussion of draft
Early August	WLA Env. Directors	Briefing on issues
8 <sup>th</sup> August	Members Briefing Followed by meeting of Members Panel on Joint Waste Strategy	Discussion of issues.
16 <sup>th</sup> August	Joint WLWA/Borough, Member/Officer conference	Discussion of issues. Agreement of any changes to draft.
Late August	Harrow magazine	Article alerting residents to the public consultation
Late August/Early September	WLWA Board special meeting?	Approval of consultation draft?
Subsequent to WLWA Board decision	Portfolio holder	Approval of final arrangements for public consultation?

### 3.2 Proposals for public consultation

September 1 <sup>st</sup> to end of November (Subject to confirmation)	Public consultation starts	Distribute summary and feedback form to planning database  Feature and feedback form in October issue of Harrow magazine  Discussion with HA21 Waste group
October	Harrow People	Consultation article
15 <sup>th</sup> December	Cabinet	Originally scheduled for October Cabinet.  Results of public consultation and official Harrow response to consultation draft.
1 <sup>st</sup> February 2006	WLWA board	Report back on public consultation.  Approval of any changes
February/March	Cabinet	Approval of final version

#### 4 **Financial Implications**

The cost of the proposed consultation will be contained within the existing budget.

#### 5 **Legal Implications**

None.

#### 6 **Equalities Impact**

All proposals in the report would have equal impact across the borough.

### **Supporting Information/ Background Documents**

Appendix A – Joint Letter to Defra

Appendix B - Extracts from first draft of Joint Municipal Waste Strategy for the West London Waste Authority area.



# APPENDIX A

Local Authority Funding and Governance  
Waste Strategy Division  
Room 7/E14 Ashdown House  
123 Victoria Street  
London SW1E 6DE



**Telephone** 020 7082 8932  
**Website** [www.defra.gov.uk](http://www.defra.gov.uk)

Mr Mike Nicholls,  
General Manager,  
West London Waste Authority  
Mogden Lane  
Isleworth, Middlesex  
TW7 7LP

*Date 10 May 2005*

Dear Mr Nicholls,

## **Joint Municipal Waste Management Strategies**

Thank you for your letter of 12 April confirming that the waste authorities which make up the West London Waste Authority are working to produce a joint strategy for the management of municipal waste in accordance with the duty introduced by section 32 of the Waste and Emissions Trading Act 2003.

I note that the process of producing this strategy is well advanced and that you hope to agree a draft for consultation later this year. I would be grateful if you could send me a copy of the strategy when it has been adopted.

Yours sincerely,

James Stevens

## **Local Authority Waste Funding and Governance**

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### **West London Waste Authority**

M. J. Nicholls, General  
Manager

Mogden Works, Mogden Lane  
Isleworth, Middlesex TW7  
7LP

Telephone 020 8847 5555  
Fax 020 8560 5684

Date 12 April 2005

Mr. James Stevens  
Local Authority Waste Policy and Performance Team  
Waste Strategy Division  
Room 7/D12 Ashdown House  
123 Victoria Street  
London SW1E 6DE

Dear Mr. Stevens,

#### **West London Waste Authority area Joint Municipal Waste Strategy**

All seven waste authorities in my Authority's area, aided by consultancy support from ERM, have been working closely together on a joint municipal waste strategy. The development of the strategy is now well advanced.

To set out the position in greater detail, and in accordance with your letter of 14 October 2004, I am pleased to enclose a statement that is made jointly by the seven authorities.

Yours sincerely,

A handwritten signature in black ink, appearing to read "M. Nicholls".

Mike Nicholls  
General Manager

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## **Waste and Emissions Trading Act 2003 Section 32**

### **Joint municipal waste management strategy for the area of the West London Waste Authority**

**Statement made jointly by all of the waste authorities for the area, namely:**

**The West London Waste Authority**

**The London Borough of Brent**

**The London Borough of Ealing**

**The London Borough of Harrow**

**The London Borough of Hillingdon**

**The London Borough of Hounslow**

**The London Borough of Richmond upon Thames**

#### **1. Introduction**

This document provides a statement for the Secretary of State on the joint municipal waste strategy for the area of the West London Waste Authority (WLWA), in compliance with the requirements of the Waste and Emissions Trading (WET) Act 2003 s.32 and Defra's clarification letter of 14 October 2004. It sets out:

- a summary of the active steps taken by WLWA and its constituent boroughs to work together on the development of a joint municipal waste management strategy;
- a synopsis of progress made; and
- a summary of further strategy development planned.

In accordance with the WET Act, a copy of this statement is also being sent to the Environment Agency and to the Mayor of London.

#### **2. Summary**

The area does not currently have a joint municipal waste management strategy.

In order to fulfil the requirements of the WET Act, and having had regard to the Mayor of London's Municipal Waste Management Strategy, on behalf of all the area's waste authorities WLWA sought consultancy support in 2004 to ensure that a draft Joint Municipal Waste Management Strategy would be produced by June 2005. Work on developing that Strategy is now well advanced, and is a collaborative undertaking with the constituent London Boroughs of Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond upon Thames.

Development of the Strategy is being driven by the need to comply with the waste management targets incumbent upon the area's waste authorities. As such, it has involved technical consideration of:

- current and future waste arisings;

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- current and future waste technologies that provide solutions that are practical, sustainable, economic and reduce environmental impact;
- the availability and wider acceptability of any suggested technologies;
- the statutory framework; and
- Defra guidance on waste management strategies.

A key focus of strategy development has been the setting up and facilitation of wide-ranging consultations with the public and key stakeholders. This has been achieved through:

- officer based cross-authority strategy steering group;
- Waste Forum;
- waste collection authority (WCA) events; and
- Community Panel.

These groups have been meeting at key stages throughout development of the Strategy and are described in more detail at Sections 3 and 4 below.

### 3. Active steps taken to work together

WLWA and the six constituent boroughs have a strong working relationship. Close liaison is established through regular meetings between WLWA officers and officers from each of the constituent Boroughs. Furthermore, the Authority's board is composed of one elected member from each of its constituent Boroughs.

In specific regard to the Joint Municipal Waste Management Strategy, an **officer based cross-authority strategy steering group** has been set up. This group has met almost every fortnight since commencement of Strategy development. The group, as a whole, undertakes several key tasks in Strategy development. This includes:

- providing and updating essential baseline information – this includes current waste minimisation and recycling schemes;
- comment on draft documents as they are produced – identifying gaps in data , typographical and factual errors and providing a steer on content and style;
- review of Strategy development – identifying areas that may be been neglected (for example that the Strategy was focusing on residual waste management to the detriment of waste collection, this has been redressed);
- comment on option development - across all stages of waste minimisation & re-use, recycling and composting, and residual waste management methods;
- comment on presentations to be made to other key stakeholders – including the Waste Forum and WCA events (i.e. events arranged at waste collection authority level in the constituent boroughs); and
- links to other stakeholder and public groups – essential in setting up the Waste Forum and WCA events.

### 4. Synopsis of progress made

The technical work required to underpin Strategy development has been underway since October 2004. To date the following tasks have been undertaken:



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- production of Baseline Report– much of the baseline information was collected early in 2004, this data was collated together, reviewed and updated as required for the Strategy.
- consideration of available waste management technologies – this includes both waste collection techniques as well as residual waste management facilities;
- development and assessment of options for waste minimisation and re-use, and recycling and composting; and
- development of residual waste management options – these are currently being assessed.

Consistent with existing and emerging practice guidance, the WLWA is also in the process of engaging and consulting with the public and key stakeholders through the Waste Forum, WCA events and Community Panel.

The **Waste Forum** has been set up to discuss and validate the process of developing the Strategy. It comprises: officers from the WLWA and constituent Boroughs; elected members from WLWA and the constituent Boroughs; and representatives from community groups. The Forum is intended to meet three times during Strategy development, at key stages. Two meetings have been held. The first considered the baseline review and overall direction for the Strategy. The second discussed the minimisation & re-use and recycling & composting options as they had been completed. The Forum also discussed the outline residual waste management options and criteria for assessing these. The final Forum meeting will discuss an outline Strategy and Action Plan prior to its formal consultation across the WLWA area.

Officers from the constituent Boroughs play a key role in organising the **WCA events**. Each constituent Borough has been offered the resources necessary for 3 meetings, to be held as and when required by each authority. The content and purpose of each meeting is also for the borough to decide. For example, Richmond upon Thames chose to incorporate discussion of the Strategy through its Waste Disposal Scrutiny group, and held a public meeting. Hounslow chose its first meeting to continue a series of Members' Briefing sessions; whilst Hillingdon ran its first event as a Community Workshop. Future meetings are being organised.

The Community Panel has been established using independent consultants to identify 21 members of the public representing the cross section of age, sex, marital status, employment etc across the WLWA area. The Panel will meet four times in total. The first meeting was an all day event, outlining the fundamental issues of waste management, how they affect WLWA and the constituent Boroughs, the context for the Strategy and the Panel's function in Strategy development. This was meant to be an opportunity to ensure that all of the Panel members had a basic understanding of the context surrounding the Strategy prior to engaging them more fully within its development process. The second meeting involved an introduction to, and discussion of, available technologies for the management of municipal solid waste. The third and fourth events will consider the level of significance to be attributed to each criterion and other questions arising from the assessment of the residual waste management options.

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## 5. Further strategy development planned

Assessment of the residual waste management options, and development of an integrated Strategy and Action plan will be undertaken throughout April and early May 2005. The final meetings of the Community Panel and WCA events will also be held during this time. The final Waste Forum meeting is scheduled for middle of May 2005 to discuss the draft Strategy.

It is expected that by June 2005 the draft Strategy and Action Plan will be wholly prepared and agreed by the seven authorities for consultation. Thereafter there will be broad consultation with the residents of the area and with other appropriate consultees prior to final adoption of the Strategy.

The constituent Boroughs are already taking preparatory steps in regard to their own individual waste Strategies, so that these can be prepared or updated to contribute to implementation of the Joint Municipal Waste Management Strategy.



# APPENDIX B

## Extracts from first draft of Joint Municipal Waste Strategy for the West London Waste Authority area.

### Objectives – where are we going?

In line with sustainable development, the West London Waste Authority and the London Boroughs of Brent, Ealing, Harrow, Hounslow, Hillingdon and Richmond-upon-Thames are committed to changing the way waste is managed. The authorities' objectives are to:

1. manage waste in accordance with the waste hierarchy: reduce waste first, then reuse, recycle and compost resources, then recover energy and, as a last resort, dispose of waste ;
2. manage waste at the nearest appropriate facility by the most appropriate method or technology;
3. make changes to the way waste is managed now to prevent environmental degradation, rather than postpone decisions;
4. manage waste in a way that protects human health and the environment;
5. manage waste in a way that meets the needs of West London's population now without compromising the ability of future generations to meet their own needs;
6. deliver services that offer value for money, not necessarily the cheapest service;
7. develop flexible services, so that new technological developments and legal requirements can be incorporated;
8. minimise the costs of waste management while complying with legislative requirements;
9. exceed performance required by current targets, to reduce the risk of failure and to put in systems that allow West London to be ahead of the game;
10. work together to develop coordinated services and infrastructure for waste collection, treatment, transfer and disposal and to share the costs and rewards of implementing the strategy; and
11. work together to encourage waste reduction and reuse initiatives within the wider community.

## Policies

This section sets out the policies formulated for the purposes of the Strategy. A separate document sets out Action Plans for achieving the Strategy objectives and meeting these.

By law, the West London authorities need to consider the guidance of the Secretary of State and the Mayor of London's Municipal Waste Management Strategy in preparing policies for their Strategy. Currently, this means taking account of Waste Strategy 2000, its proposed revision (2004), consultation guidance on preparing strategies, draft PPS10 and Rethinking Rubbish in London. These documents are changing, however, and any future policy development will need to take account of revisions (particularly to the national and London waste strategies) and anticipated guidance on preparing waste strategies.

### Compliance with National Legislation

Current and future policy development should also take account of other national, regional and local guidance and the Best Value Performance Plans and Corporate Plans, Aims, Objectives and Strategies of all the authorities. *Annex A* explains how this has been incorporated into the current Strategy.

**Policy 1: Current and future policy development will have regard to the National and Mayor of London's Municipal Waste Management Strategies and other relevant national, regional and local guidance.**

### *Waste reduction and reuse*

Waste reduction and reuse is at the top of the waste hierarchy. By reducing waste and reusing materials, the authorities will reduce the overall cost of waste management and help to achieve statutory requirements. In the past, waste reduction and reuse has not had a sufficiently high profile and therefore it is important that the Strategy provides a commitment to prioritise these activities.

**Policy 2: West London Waste Authority and its constituent boroughs will prioritise waste reduction and waste reuse.**

### *Recycling & Composting*

Though the authorities are performing relatively well in terms of recycling and composting (17% of household waste in 2003/4), more needs to be done. There are statutory targets to achieve 27% recycling and composting locally by 2005/6. Nationally, there are targets to achieve 30% household waste recycling and composting by 2010 and 33% by 2015. In London the Mayor aspires to higher targets for recycling and composting and considers they can be achieved in the longer term.

The authorities have agreed to set a challenging target for recycling: to recycle half the municipal waste arising by 2020. Interim targets to achieve these aims are set out in the Action Plans.

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**Policy 3: Jointly, the West London Waste Authority and constituent boroughs will aim to recycle and compost:**

- 28% of municipal waste by 2006/7;
- 40% of municipal waste by 2010; and
- 50% of municipal waste by 2020.

**These targets will aim to be reached from a base of meeting statutory performance standards for household waste recycling and composting in each authority by April 2006. The Action Plans will set intermediate targets.**

The Mayor's Municipal Waste Management Strategy and proposes that authorities provide all households with a collection of three materials for recycling. The Household Waste Recycling Act requires two materials to be collected separately by 2010. To deliver high levels of recycling, the West London waste authorities will aim to exceed this requirement and provide all households with recycling collections of at least four materials by 2008.

**Policy 4: The collection authorities will serve all households with recycling collections of at least four materials by 2008.**

### *Landfill*

West London relies upon landfill to manage waste. The National and London waste strategies require authorities to recycle and recover more and landfill less. The authorities are also required, by law, to reduce the amount of biodegradable municipal waste sent to landfill by specific amounts each year. Authorities can choose to meet these requirements or to trade with other authorities who can divert more (using the Landfill Allowances Trading Scheme). The plan for how the West London authorities will meet these requirements (through recycling, composting, trading, residual waste treatment) is set out in the Action Plans.

**Policy 5: WLWA and its constituent boroughs will reduce biodegradable municipal waste landfilled as best fits with the Landfill Allowance Trading Scheme.**

### *Residual waste management*

It is certain that the WLWA cannot meet the requirements for reducing biodegradable municipal waste landfilled through waste reduction, reuse, recycling and composting alone. A new way of managing remaining (residual) waste will be needed. In choosing and procuring the best option, or options, the authorities will keep the waste hierarchy in mind and will find an option that provides value for money and long term reliability.

**Policy 6: WLWA and constituent boroughs will seek a residual waste management solution in accordance with the waste hierarchy, that presents value for money and that offers reliability in the long term.**

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### *Other waste management services and streams*

Other waste management services such as street cleaning, bulky waste management and trade waste collections will be managed in line with best value and provide customer satisfaction and meet legislative requirements. There are also requirements that West London need to meet for particular waste streams. These streams include hazardous waste, electronic equipment, abandoned vehicles and clinical wastes. Separate Action Plans have been provided for these streams.

**Policy 7: The West London waste authorities will seek to provide waste management services that offer good value, the provide customer satisfaction and that meet and exceed legislative requirements.**

### *Sharing burdens*

It is important that all the authorities work together to achieve the aims of the strategy and to ensure that burdens and rewards fall to authorities in an equitable manner.

**Policy 8: The West London waste authorities will work together to achieve the aims of this strategy and are committed to share equitably the costs and rewards of achieving its aims.**