



Executive
15 September 2009

**Report from the Director of
Environment & Culture**

Wards Affected:
ALL

**Addendum to the West London Joint Municipal Waste
Management Strategy.**

Forward Plan Ref: E&C-09/10-12

1.0 Summary

- 1.1 This report presents an addendum to the previously adopted 2006 West London Waste Authority (WLWA) Joint Municipal Waste Management Strategy (JMWMS) and seeks Executive approval for the adoption of that addendum.
- 1.2 The WLWA has already adopted the addendum subject to the co-adoption of the addendum by the constituent boroughs.
- 1.3 The report also sets out other, very preliminary, proposals that are to be considered by Brent and the other constituent boroughs as part of a longer-term vision for sustainable waste management in the WLWA area.
- 1.4 Members must appreciate that failure to agree and adopt an updated long term Waste Strategy is likely to result in a failure to meet Government targets and Brent incurring resulting in financial penalties. Members need to be aware that the costs of collection/disposal are escalating at rates in excess of general inflation and whilst the measures suggested in this report will help to reduce this rate of increase they are still likely to require some budget growth in the short term.

2.0 Recommendations

- 2.1 That the Executive agree the adoption of the Addendum (attached as Appendix A) to the existing Joint Waste Management Strategy.
- 2.2 That the Executive note the measures required by constituent boroughs to increase recycling.
- 2.3 That the Executive note the WLWA proposal to review civic amenity site provision in the WLWA area.
- 2.4 That the Executive note the proposed changes to operational governance of the WLWA and borough partnership.

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Version 4.1
25/08/09

Addendum to the Joint Municipal Waste Management Strategy.

3.0 Detail

- 3.1 In two tier waste authority areas, the Waste and Emissions Trading Act 2003 s.32 (WET Act) places a statutory duty on waste collection and disposal authorities to produce a joint municipal waste strategy (JMWS) for their area.
- 3.2 The Partnership of West London Waste Authority (WLWA) and the constituent Boroughs of Brent, Ealing, Hounslow, Harrow, Hillingdon and Richmond produced and adopted a Joint Municipal Waste Management Strategy (JMWMS) in 2006.
- 3.3 Defra's Guidance for Municipal Waste Management Strategies recommends a periodic review of strategies as good practice. West London's JMWMS indicated that a review of the Strategy should occur every three years. The Addendum has been produced as part of the review of the JMWMS.
- 3.4 At a WLWA meeting on 10 December 2009, consultants, ERM, were appointed to update the existing JWMS. This work has been completed. The updates, including waste modelling, national and regional strategy update and gap analysis were presented to a workshop away day on 31 March 2009 and informed the discussions on the day.
- 3.5 The workshop involving all WLWA members along with senior officers from WLWA and constituent boroughs discussed a new vision for the WLWA joint waste management strategy. In many ways the partnership has been rejuvenated in recent months. A new management team has worked to galvanise borough collaboration and to address fundamental strategic issues. The proposed new vision is a consequence of this new - and more robust - joint approach and is set out as follows:
- i. To establish a better partnership with constituent boroughs
 - ii. To take a lead role in delivering on the boroughs Climate Change and Carbon Management agendas on waste management issues
 - iii. To become a resource management Authority rather than a waste disposal authority
 - iv. To champion waste reduction and minimisation in West London
 - v. To re-use, recycle, compost or recover 70% of our waste stream
 - vi. To send zero waste to landfill
 - vii. To be London's exemplar Resource Management Partnership
 - viii. To improve WLWA governance structure
- 3.6 The Addendum will provide a platform for this ongoing work. The Addendum should be read in conjunction with the JMWMS. It does not attempt to set new objectives or policy. The Partnership is currently reviewing its overall vision for waste management in West London, to strengthen the focus on Partnership working and managing waste as a resource.

- 3.7 Members must appreciate that failure to agree and adopt an updated long term Waste Strategy is likely to result in a failure to meet Government targets and Brent incurring resulting penalties. Members need to be aware that the costs of collection / disposal are escalating at rates in excess of general inflation.
- 3.8 The Addendum document is attached as Appendix A.
- 3.9 As suggested, in addition to approving the Addendum, key next steps have been proposed by WLWA. This work is ongoing and progress will be reported back at a later date. These other proposals are described below.

Other Proposals

4.0 Aspire to 70% Recycling and Composting and Zero Waste to Landfill

- 4.1 A new aspiration to recycle and compost 70% of municipal waste is proposed. Whilst 2020 has been suggested, WLWA and the boroughs have yet to agree a realistic date by which this rate of diversion can be achieved. The table below shows the current targets set out in Waste Strategy 2007, which whilst not statutory obligations on the boroughs provide a national context.

	2010	2015	2020
WS2007 Household Recycling & composting	40%	45%	50 or 60% (currently under review by Defra)
WS2007 Municipal Waste Recycling/Re-use/ Composting and Energy Recovery	53%	67%	75%
WS2007 Household kg per head	310kg 365kg (current)	270kg	225kg
Current WLWA Joint Strategy Target for municipal waste	40%		50%
Proposed WLWA Joint Strategy Target for municipal waste	40%	tba	70%

4.2 The current performance of the constituent authorities is set out in the table below, which also shows the stretch required to meet the new vision.

Borough	Current Performance	LAA NI 192 Target 2010/11	Increase from Current to 70%
Brent	30%	40%	133%
Ealing	35%	40%	100%
Harrow	43%	50%	63%
Hillingdon	36%	42%	94%
Hounslow	33%	37%	120%
Richmond	42%	NI 191	67%

4.3 Two of the constituent boroughs currently recycle over 40% of the household waste stream. Current best practice in London suggests 47% is a realistic and achievable short term target. To improve recycling and composting rates to the levels required by the new vision the boroughs will need to consider implementing some or all of the following measures;

- i. Kerbside kitchen waste collections
- ii. Provision of recycling services including food waste to all flats
- iii. Recycling additional materials
- iv. Compulsory recycling
- v. Limiting container size for residual waste
- vi. Changes in collection frequencies
- vii. Recycling of street cleansing arising
- viii. Recycling of 80% of CA site waste
- ix. Well planned and resourced waste minimisation campaigns

4.4 Implementation of any of these measures could each add between 1-4% to borough's recycling. However, following discussions of these proposals with the other borough representatives, it became apparent that there is currently insufficient data available to boroughs and the WLWA to make informed decisions on future services. The group agreed the following actions:

- I. The need for a waste model to be developed at borough level to allow detailed planning and evaluation of new waste services, this would include regular waste compositional analysis, and carbon impact modelling.
- II. To achieve high rates of recycling and composting at the Civic Amenity sites significant improvements will be required at all sites and consideration should be given to the sites being provided and managed by the WLWA. Members are advised that the cost implications of this are not yet clear. If it is proposed that all boroughs should share the costs of CA sites across the WLWA area, then given that Brent has the lowest provision currently this is likely to result in

an increase in our costs. Brent's finance officers will be fully consulted on any proposals as they are developed.

- III. The importance of waste minimisation, communications and education was recognised and the opportunity to provide Authority wide campaigns is to be investigated.

- 4.5 Whilst WLWA can be expected to meet the capital cost of developing the required treatment infrastructure, any changes to collection systems could lead to additional costs for the constituent boroughs. Research shows that achieving higher rates of recycling via collections can require disproportionate investment. Increased collection costs may not be covered by savings in disposal costs in the short term. It may be better to treat more than 70% of the waste stream instead. However, in the longer term it is likely that there will be a net saving if disposal costs continue to increase at current levels e.g. the £8 per tonne escalator announced in Budget 2009 plus increases in operating costs.
- 4.6 It is unlikely that boroughs will be able to achieve 70% recycling through improved collection schemes and improved management of CA sites, therefore further treatment processes would be required to increase recycling to the level required to meet this target. One of the options would be to treat specific waste streams such as residual waste from flats or street cleaning arisings where the opportunities for recycling are reduced or difficult to operate. For example, this waste flow could be treated via a "dirty MRF". It should be noted that dirty MRFs only achieve a recycling rate of 10-15% of general refuse and the recyclates produced are of very low quality which can present problems in securing reprocessing outlets. However whilst the contribution to recycling would not be great the remainder of the treated waste could be used as a refuse derived fuel for energy and heat generation in Combined Heat and Power (CHP) plants.
- 4.7 The current Joint Waste Management Strategy includes an overview of technology solutions available, but does not identify a specific solution for the WLWA. The West London Waste Plan is currently identifying potential sites for waste facilities in the WLWA area, but not assigning specific technologies to those sites. By reviewing all available sites and technologies the WLWA needs to develop a "hierarchy" of the most appropriate technologies to achieve its goals of 70% recycling and zero waste to landfill. The choice of the most appropriate technology will be dependent upon the detailed make up of the waste stream feed stock, which will be determined via waste composition analysis, and the outputs from the treatment which may still require disposal. The overall revenue and capital costs to the boroughs and the WLWA will need to be modelled for a number of scenarios to ensure that the correct balance between borough and WLWA costs and environmental benefits is achieved.

5.0 Zero Waste to landfill

- 5.1 One of the Mayor for London's main priorities for waste management is to unlock the economic value in London's waste and develop its potential as a resource. Increasing the amount of waste recycled reduces the need for the use of new materials in manufacture. Ensuring that no waste goes to landfill is vital. A range of technologies are becoming available, the choice of the most suitable being dependent upon a range of factors including waste composition, optimum size of plant, planning issues, land availability and cost. It is anticipated that, encouraged by policies of the Mayor for London, there will be an increased demand for refuse derived fuel for local combined heat and power plants, which if located in the WLWA area would allow waste to be managed close to where it has been generated.

- 5.2 If the boroughs with the support of the WLWA are able to successfully divert 70% of waste via recycling and composting, the quantity of residual waste requiring treatment will be reduced to approximately 227,000 tonnes per annum (based on current waste arisings). Approximately 45% of this waste stream will be treated at the Lakeside Energy from Waste plant from 2015. Further treatment facilities will need to be sourced for the balance of residual waste. The WLWA will have the option of either developing new facilities such as CHP itself (in partnership with a partner to use the energy and heat produced) or to adopt a treatment process that produces marketable refuse derived fuel for transport and use elsewhere. It is proposed that the WLWA and the constituent boroughs investigate these options further as part of the development of a “hierarchy” of technologies for report back to a future meeting.

6.0 Governance

- 6.1 The workshop away day also considered the Governance model used by the WLWA and how this could be changed to facilitate better partnership arrangements
- 6.2 At a constitutional level the current structure is appropriate for the partnerships requirements. In addition the Constituent Engineers' Group which is chaired by the WLWA's Chief Technical Advisor is also considered fit for purpose. This group will be the principle mechanism for the WLWA to consult with the boroughs. The group will continue to meet on a bi-monthly basis, but will meet more frequently if required. It shall be the responsibility of the Constituent Boroughs to ensure that they are represented at this meeting, that their representative is of a seniority required (minimum head of service suggested) and that their representative reports back to senior managers and members within their own borough.
- 6.3 It is proposed that a new group, to be called the Strategy and Performance Group, be convened on an annual basis, in the spring, to review the performance of the WLWA and boroughs against the actions agreed in the Joint Waste Strategy Implementation Action plan for the past 12 months, and agree the detailed actions for the next 12 months. This group will comprise the WLWA members and officers, constituent borough cabinet/executive members, directors, assistant directors and heads of waste services. It is further proposed that the officers from the Strategy and Performance Group meet in mid year between the annual meetings to monitor interim performance and consider actions for the next Annual Implementation Plan.

7.0 Next steps and Timescales

- 7.1 The Officers of the WLWA in partnership with the boroughs will continue to develop and evaluate the details of the new vision. Subject to the approval of the WLWA, development of the waste model should be complete by this autumn. The availability of the model to Brent will allow us to begin to plan future collection services and enable us to commit to stretch targets for recycling by the end of 2009.
- 7.2 The waste modelling process will be enhanced and improved by the waste compositional analysis, but this will be the subject of procurement process and sampling of borough waste streams is likely to commence in early 2010.
- 7.3 The proposal to transfer provision of the civic amenity sites to the WLWA will be developed through the coming year for report back to a future meeting. Members are reminded that the cost implications of this are not yet clear. If it is proposed that all boroughs should share the costs of CA sites across the WLWA area, then given that Brent has the lowest provision currently this is likely to result in an increase in our

costs. Brent's finance officers will be fully consulted on any proposals as they are developed.

7.4 The completion of the above work streams, particularly on borough recycling stretch targets, will enable the WLWA to consider the future waste treatment technologies required to deliver zero waste to landfill in the winter of 2009, at which time, the West London Waste Plan will have been further developed and the initial review the Mayor's Municipal Waste Strategy will be complete. This will enable procurement to commence in 2010/11.

7.5 The requirement to develop and adopt a new Joint Waste Strategy needs to be considered. The new vision is significantly more stretching than previous policy targets; however, they are still in general accordance with existing policies. Subject to the WLWA's agreement to the actions outlined above the requirement, cost and timetable to develop a new Joint Waste Strategy for the WLWA will be considered for report back to a future meeting.

8.0 Staffing/Accommodation Implications (if appropriate)

There are no implications as a result of this report.

9.0 Legal Implications

There are no implications as a result of this report.

10.0 Diversity Implications

There are no implications as a result of this report.

11.0 Financial Implications

11.1 It is not yet clear how the cost of the waste modelling exercise (4.4, i) will be borne or, indeed, what that cost is likely to be. If it is not wholly met by WLWA, Brent will need to fund this work from existing resources.

11.2 WLWA has yet to come up with details of how the costs of CA sites will be allocated in future years (4.4 ii). Until they do and the proposal is agreed by the boroughs, we cannot be sure what the financial effects will be for Brent. It is possible that there could be extra costs.

11.3 As discussed, Members must appreciate that failure to agree an updated long term Waste Strategy is likely to result in a failure to meet Government targets and Brent incurring resulting penalties. Members need to be aware that the costs of collection / disposal are escalating at rates in excess of general inflation and that, whilst WLWA may be expected to meet the capital cost of developing new treatment infrastructure, the measures proposed in the strategy are still likely to require some local budget growth in the short term.

12.0 Environmental Implications

Adopting an update to the Waste Strategy and jointly identifying a new longer-term vision for the treatment of the Borough's domestic waste will not only secure a sustainable disposal route for this waste, but also help the Council deliver its wider environmental objectives.

Background Papers

Addendum to the West London Waste Authority (WLWA) Joint Municipal Waste Management Strategy – attached as Appendix A

The 2006 West London Waste Authority (WLWA) Joint Municipal Waste Management Strategy may be accessed to provide additional and more detailed information.

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