

Joint Municipal Waste Management Strategy Development

SUMMARY

This report provides details of the development of a new Joint Municipal Waste Management Strategy for the Authority and the Boroughs of Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond upon Thames for the years 2020-2035.

RECOMMENDATION(S)

The Authority is asked to:-

- 1) Note the progress to date, and
- 2) Approve the direction of travel

1. Background – The Authority and Boroughs committed in 2005 to a Joint Municipal Waste Management Strategy (JMWMS) which included waste prevention, reuse, recycling, infrastructure and contracts. The action plans were reviewed and updated in September 2017 and approved by the Authority. The remaining key aims were to support boroughs to deliver a 50% recycling target and to ensure availability of appropriate waste treatment and recycling infrastructure to meet future needs.

The Authority developed a new three-year Business Plan which was approved in March 2017 and committed to develop a new JMWMS from 2020-2035 in partnership with the constituent Boroughs.

2. Borough priorities – In September 2019, the Authority members shared their Borough priorities for Officers to consider. The strategic outcomes created are:

- Effective and efficient operations focused on - **WHERE WE WANT TO BE IN THE FUTURE**
- Our climate emergency response is to focus on - **NO MORE WASTE**
- Recognise the only workforce we have is our - **RESIDENTS and COLLEAGUES**
- Tackling clean streets and flytipping – **WASTE IS A CRIME**
- We can't wait for legislation – **BE PROACTIVE**
- Joined up and consistent - **USING HIGH-QUALITY DATA**

In October 2019 the Borough Environment Directors held a future-vision workshop which is being developed through the West London Environment Directors Board. The outcomes include:

- Financial stability
- Better transport
- Carbon neutral by 2030
- Smart City Models
- A Virtual Single Waste Authority
- Greening communities

- Collaborative models in the sub-region and pan London

In December 2019 the WLWA Projects Director attended the world expo on the future of smart cities and data management to understand the opportunities in hardware, software and data visualisation and best practice from leading cities around the world. This has informed the scope and architecture of the proposed data hub. Other opportunities identified have led to the refinement and design of a new measurement systems using Internet of Things sensors for gathering data.

Officers are working with smart technologies including artificial intelligence and machine learning to help automate and standardise data across the numerous information streams available to WLWA and ensure consistent and efficient management of data for the Boroughs. These technologies help to identify new efficiency projects and provide in depth trend analysis to better prediction of impacts from interventions and external factors influencing the waste in our region.

3. Lessons Learned – In developing plans for the future, WLWA and Boroughs must be mindful of what lessons can be learned from the existing JMWMS. The only strategic aim not yet met is the 50% recycling and composting target. This is not only a local issue; it is part of a national trend. The analysis demonstrates that the way the recycling and composting rate is calculated on gross tonnes, with no baseline in 2005, counteracts with waste reduction, the primary activity. Success in the future will need to be measured on a kgs/household/week basis.

The long-term waste picture and individual Borough trends can be seen in appendix 1. The data is taken from waste data flow and the audited version is only just available in January 2020 for data relating to the year 2018-19. The uptick in gross waste was expected due to information gleaned through budget monitoring throughout 2018-19 but the late availability of the information demonstrates the need for us to develop more up to date reporting that can be shared to make collective decisions in a timely way. kgs/household/week remains fairly flat with growth mainly attributed to population increases, new trade waste and increased recycling.

Our attempts to change behaviour and increase reuse have delivered small changes in percentage and highlighted the need for changes in law and increased funding, i.e. the plastic bag tax and extended producer responsibility.

Only a significant increase in food waste recycling will deliver the 50% recycling and composting target. Building food waste recycling habits is a long, slow process of change and is particularly challenging without a supportive national policy. The weight of recycling put out for collection has dropped by 0.05 tonnes per household per annum due to packaging regulations.

4. Vision of 2040 – The new JMWMS needs to consider the wider policy context, which includes the following targets:

- 65% recycling: by 2035 (UK Government target) by 2030 (GLA target)
- Net-zero greenhouse gas emissions by 2050 (UK Government target) by 2030 (Borough Climate Emergency targets)
- Zero vehicle emissions by 2050

The JMWMS will need to set per capita waste reduction targets, per capita carbon reduction targets and air quality targets. The WLWA business plan project work to date indicates that by successfully meeting the necessary targets with the current legislative and policy framework will necessitate 95% of people doing 90% of the right thing 90% of the time and potentially result in, e.g.:

- All flats, houses and businesses participating fully in food waste recycling (current household level is estimated at 35%)
- All flats, houses and businesses participating fully in recycling paper, cardboard, metal and glass
- New recycling sorting infrastructure for west London
- A presumption for only reuse of plastics
- Separating glass from paper and cardboard recycling collections
- New collection systems for hard to recycle materials, e.g. tetrapaks, pouches, crisp packets, coffee pods etc
- Subregional transfer sites for hard to recycle materials
- Adapting classic HRRC to local smaller bring sites freeing up transfer sites
- Technology supported needs-led dynamic collections for business, houses, flats and bring sites
- Charges for landlords not meeting recycling rates in flatted properties
- Business waste recycling included in business rates
- Extended producer responsibility for mattresses, furniture, food waste, textiles, etc
- Fully electric fleet and aligned collection and delivery systems
- Collection methods that involve fewer or no vehicles
- Replacing the energy from waste fleet at the end of its natural life
- Chemical recycling

The Boroughs' regeneration and growth strategies will have an impact on waste and recycling across the WLWA area. In addition, the Authority and Borough Partners will need to consider the impact of growth associated with the park royal and old oak common development, Heathrow, HS2, Crossrail etc.

Using the ideas above to develop our collective understanding of what good will look like in 2035 is the next step for the JMWMS development and describing how the necessary changes will affect various themes:

1. **People**, e.g. flats, houses, businesses, public realm, access to facilities, collection systems, managing change,
2. **Infrastructure**, e.g. space for sorting, waste reduction, reuse, recycling, niche materials, organic waste, commercial waste,
3. **Technology**, e.g. decarbonising, chemical recycling, approach to risk, costs and benefits, legislation, efficiency, data,
4. **Legislation**, e.g. Commercial waste, reuse, extended producer responsibility, deposit return schemes,
5. **Partners**, e.g. Government departments including Defra, HCLG, BEIS; Contractors, Producers (supply chain), consumers.

5. Revised approach – The chosen WLWA approach for updating the JMWMS is to develop a vision, then a five, ten and fifteen-year plan with annual review and continuous measurement against targets. The first five-year plan is set out below:

2020-2025 – This period is characterised by knowing that legislation is expected in 2021 to be enacted in 2023. Packaging Extended Produce Responsibility will bring opportunities for increased income for managing packaging recycling differently, and the Deposit Return Scheme will affect the quantity and method of materials collected. Food waste treatment is low-cost. WLWA has SERC and Lakeside for waste disposal. Weight-based targets will continue.

The joint waste strategy will focus on

- a) Making cost and carbon savings related to reducing the disposal of food waste. The cost savings will provide headroom for future carbon reduction related to waste which may not offer cost savings. The added benefits will be to reduce waste production per capita and increase recycling
- b) Identifying opportunities to join up and work together for greater efficiency. The added benefit will be streamlining waste communications to ensure residents develop a more nuanced understanding of resources and waste
- c) Agreeing on dates for fleet and infrastructure changes which will drive innovation amongst suppliers
- d) Preparing for the impact of new packaging legislation and joint lobbying for further resources and waste legislation, e.g. extended producer responsibility for textiles and WEEE.

WLWA Business Plan Ideas 2020-2023 to support the strategy

- Create Data Hub to offer a single stop shop for west London's waste data.
- Value stream mapping to develop a common understanding of the Borough food waste recycling offers.
- Assist building participation in food waste recycling in houses and flats
- Measure the carbon impact of food waste reduction
- Work together to prepare for carbon targets
- Assist Boroughs to develop commercial food waste recycling
- Textile waste research and data
- Increase capacity of rail transfer of waste
- Improve efficiency of transfer of materials through all HRRC sites / transfer stations
- Investigate hosting DRS technology at, e.g. HRRCs or other in area sites
- Investigate opportunities to work with couriers / distributors / new collection and delivery methods
- Bin sensor technology pilots for communal recycling, food waste and rubbish bins
- Investigate the purchase of new waste sites if needed to secure EPR funding
- Development of existing sites to be fit for future needs

6. Next steps

- Develop the WLWA Business Plan for approval in March 2020
- Follow up Borough joint climate emergency meeting
- Organise workshops, presentations and briefings for Members and Directors
- Continue to refine outcomes and themes.

7. Financial Implications – These are incorporated in the annual process of long-term financial planning and budget setting. The proposed WLWA budget 2020-2021 focuses on increasing participation in food waste recycling to deliver long term cost and carbon savings.

8. Legal Implications – A legal requirement exists for two-tier areas (including two-tier areas in Greater London) to have a JMWMS and keep it under review. The law also says that before formulating policies as part of the strategy, authorities must carry out such consultation as they consider appropriate¹.

Furthermore, authorities must have regard to any guidance given by the Secretary of State, the most recent of which was published in 2005 and has since been archived. The 2005 guidance is very prescriptive about how a JMWMS is written and what it should contain, such as a strategic environmental assessment (SEA) which is itself subject to additional guidance. As the guidance is almost fifteen years old and is archived, it would be reasonable to consider that it is no longer a live document that authorities must consider when writing a new JMWMS.

The law also requires that the waste authorities for two-tier areas in London ‘have regard to the Mayor’s municipal waste management strategy’, the current version of which is the 2018 London Environment Strategy (LES).

In summary, the Boroughs are required to have a JMWMS, keep it under review, consult as deemed appropriate and have regard to the LES. It should also be a high-level document in order to provide a strong vision whilst maintaining sufficient flexibility to meet the evolving requirements of national and regional policies.

9. Impact on Joint Municipal Waste Management Strategy – This work will develop a new strategy from 2020.

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¹ Section 32, Waste and Emissions Trading Act 2003

Appendix 1

Figure 1 WLWA Borough waste trends from waste data flow

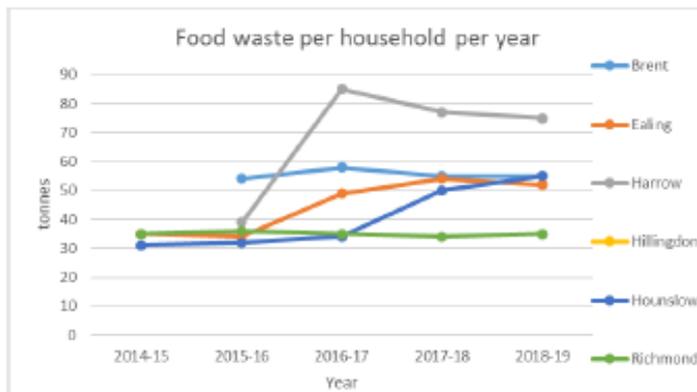
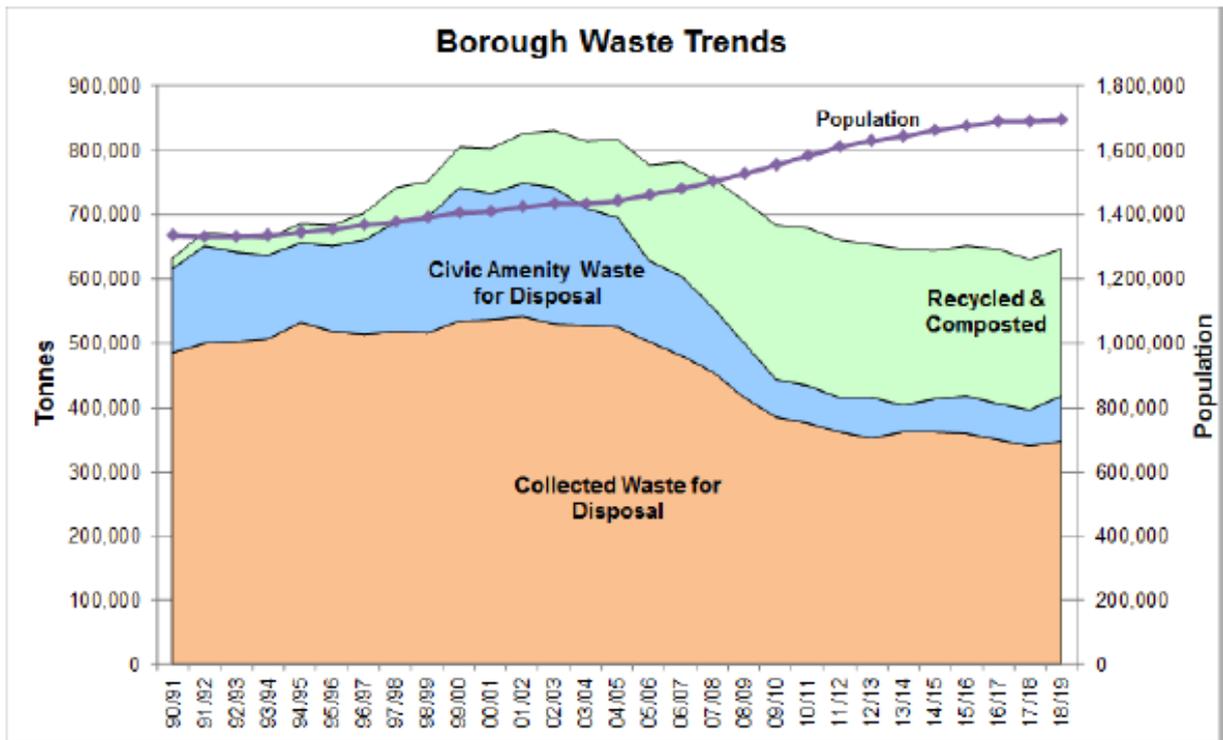
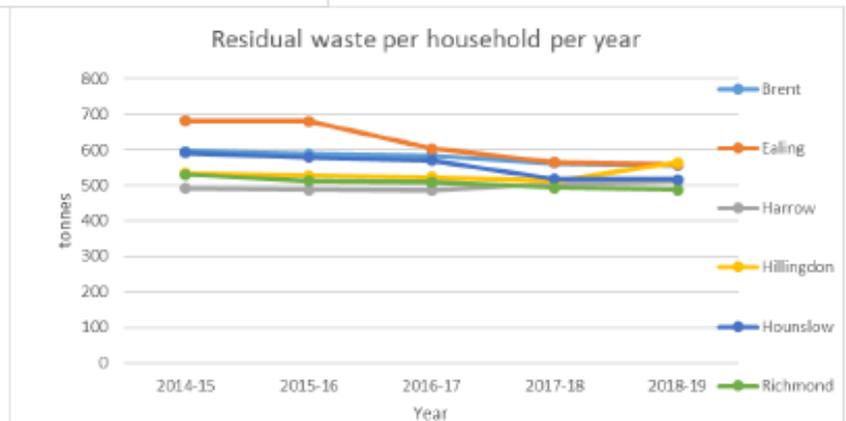


Figure 2 Per household food waste and PAYT residual trends per Borough extracted from Opensky database



Appendix 2 Programme

Date	Action
September 2019	Confirm approach To be agreed by WLWA Chief Officers and Environment Directors.
January 2020	Develop vision, outcomes and themes with Members Undertake a workshop with Members and Environment Directors.
February 2020	Create document structure Make a structure template that is resident friendly and sets out what a JMWMS is, why it is being produced, the context/background and what the policies are.
March 2020	Agree vision, outcomes, themes, targets, structure & consultees To be agreed by Borough Partnership, WLWA Chief Officers, Environment Directors and Members. Consultees could include, the six Boroughs, central government, the GLA, other local authorities, waste management companies, west London businesses and residents.
May 2020	Consult on vision, outcomes and themes It is suggested that the consultation is on the overarching vision, outcomes and themes rather than a draft document in order to keep the consultation questions focused and avoid abortive work, in case changes are required following consultation.
November 2020	Draft strategy document A full draft to be created and reviewed by Borough Partnership, WLWA Chief Officers, Environment Directors and Members.
January 2021	Finalise strategy document Final draft to be written and approved Borough Partnership, WLWA Chief Officers, Environment Directors. It should then be formally adopted by WLWA Members.
February to April 2021	Agree on JMWMS with individual Boroughs Individual Boroughs to formally adopt the JMWMS through their own approvals processes.