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**REPORT FOR: CABINET**

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| <b>Date of Meeting:</b>             | 15 September 2016                                                                      |
| <b>Subject:</b>                     | Waste Management Strategy                                                              |
| <b>Key Decision:</b>                | Yes                                                                                    |
| <b>Responsible Officer:</b>         | Tom McCourt, Corporate Director of Community                                           |
| <b>Portfolio Holder:</b>            | Councillor Graham Henson, Portfolio Holder for Environment, Crime and Community Safety |
| <b>Exempt:</b>                      | No                                                                                     |
| <b>Decision subject to Call-in:</b> | Yes                                                                                    |
| <b>Wards affected:</b>              | All                                                                                    |
| <b>Enclosures:</b>                  | Appendix A – Draft Waste Management Strategy<br>Appendix B - EqIA                      |

## **Section 1 – Summary and Recommendations**

This report presents the draft waste management strategy 2016-2026 for approval.

The strategy has been developed to provide a framework for sustainable waste management in Harrow. It sets out how municipal waste will be managed between 2016 and 2026. This length gives the council the flexibility to review the strategy frequently in light of the constant changes that occur in the waste and recycling sector. It replaces all current strategies in this area. It has been produced with reference to guidance issued by the Department for Environment, Food and Rural Affairs (Defra) on developing Municipal Waste Management Strategies as well as taking into account regional work in this area.

### **Recommendations:**

Cabinet is requested to:

1. Approve the draft waste management strategy for external consultation.
2. Note the vision set out in the strategy.
3. Delegate authority to the Corporate Director of Community, following consultation with the Portfolio Holder for Environment, Crime and Community Safety and Portfolio Holder for Community, Culture and Resident Engagement, to:
  - a) take all necessary steps to consult externally on the proposed strategy; and
  - (b) consider the consultation responses and make any necessary amendments to the strategy; and
  - (c) approve the final strategy for adoption.

### **Reason: (For recommendation)**

The above recommendations are made:

To provide a framework for sustainable waste management in Harrow.

To ensure that the views of residents and businesses are considered and amendments made to the draft strategy as appropriate following consultation.

## **Section 2 – Report**

### **1. Introduction**

- 1.1. This strategy has been developed to provide a framework for sustainable waste management in Harrow. The strategy sets out how municipal waste will be managed between 2016 and 2026. This length gives the council the flexibility to review the strategy frequently in light of the constant changes that occur in the waste and recycling sector. It replaces all current strategies in this area. It has been produced with reference to guidance issued by the Department for Environment, Food and Rural Affairs (Defra) on developing Municipal Waste Management Strategies as well as taking into account regional work in this area.
- 1.2. There are a number of key considerations influencing this strategy. The overriding one is the need to manage Harrow’s municipal waste more effectively and efficiently. The rising cost of landfill, growing concerns around energy security and climate change (as sending waste to landfill generates greenhouse gas emissions), the emergence of new commercially available waste management technologies, and changing consumer behaviour have all made a “business as usual” approach no longer viable.
- 1.3. The council is committed to reducing waste growth, delivering sustainable waste management, diverting waste from landfill, meeting recycling targets, delivering best value, being flexible in responding to external and internal changes and engaging effectively with key stakeholders. However it cannot meet these challenges alone. The council will work with residents, community groups, partners and businesses to deliver the vision set out in this strategy.
- 1.4. The strategy provides a set of aims, objectives and targets which will support achieving sustainable waste management for the areas within its remit. It does not cover the specifics of street cleansing arrangements nor the operational detail concerning waste collection arrangements. It does not cover commercial or industrial waste collected by other organisations within Harrow.

### **2. Background**

- 2.1 There are three major types of waste produced in London as noted in the Defra Local Authority Waste Management Statistics:
  - Household waste collected by or on behalf of local authorities, amounting to approximately 3m tonnes (20 per cent of waste).
  - Commercial and industrial waste (C&I) is waste generated by businesses and industry in London, collected by the private sector and local authorities, amounting to approximately 4.7m tonnes (32 per cent of all waste).

- Construction, excavation and demolition waste (CE&D) is the waste generated by development activity in London (for example old buildings being demolished, new ones being constructed), primarily dealt with by the private sector and amounting to approximately 7.2m tonnes (48 per cent of all waste).

2.2 Harrow Council is responsible for collecting the waste that its residents produce. The responsibility for waste treatment and disposal is held by the West London Waste Authority (WLWA), of which Harrow is a member, along with 5 other west London boroughs. These are Brent, Ealing, Hillingdon, Hounslow and Richmond upon Thames. The collection of garden waste is non-statutory.

2.3 The six west London boroughs have prepared a Joint Waste Local Plan for their combined area. The plan sets out a strategy and policies for the sustainable management of all waste produced by the boroughs for the period up to 2026. As well as policies, the plan allocates existing waste and other sites for the development of additional waste management capacity to meet the London Plan 2011 waste apportionment targets. The plan can be found at [www.wlwa.gov.uk](http://www.wlwa.gov.uk). The council has taken this plan into consideration when formulating its own strategic direction. In addition, from 2011, the West London Waste Authority has taken the lead on waste prevention and re-use.

2.4 The council must also comply with the Mayor of London's London Plan (March 2015 – the Spatial Development Strategy for London consolidated with alterations since 2011) as well as the Government's National Waste Strategy (Waste Management Plan 2013). Each of these wider strategies contains recommendations and requirements relating to waste prevention and these have been taken into consideration in this strategy.

2.5 Both national and regional decisions impact directly on how the waste management service in Harrow is delivered. In addition, as other boroughs close their facilities or change their charging policies, this necessitates a review of how the council delivers its services.

2.6 For the waste service in Harrow, the following paragraphs detail performance relating to two national indicators:

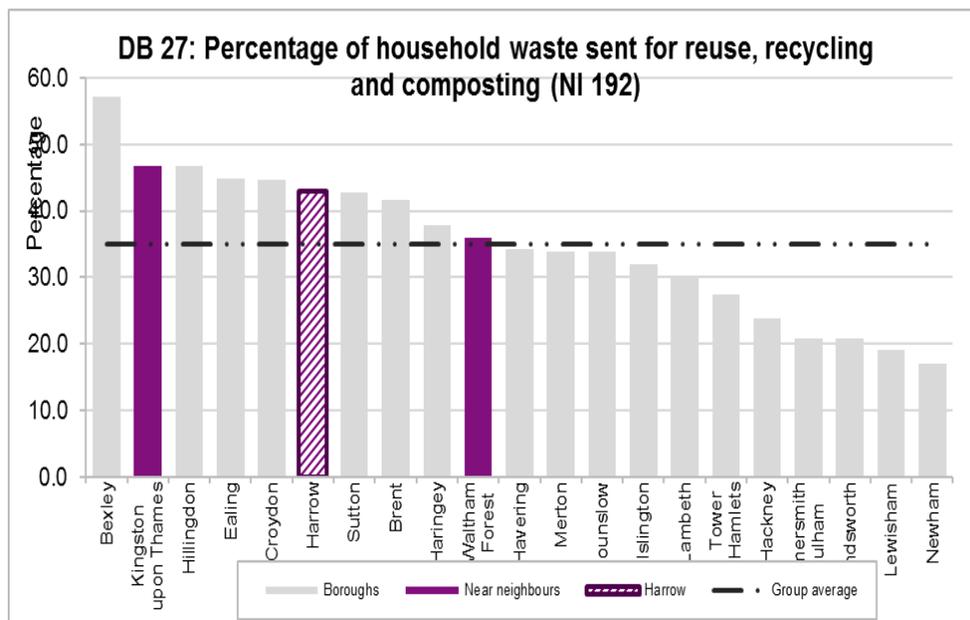
| Indicator                           | Q1       | Q2       | Q3      | Q4       |
|-------------------------------------|----------|----------|---------|----------|
| Recycling Rate (NI 192)             | 42.7%    | 41%      | 42%     | 37%      |
| Kg/hh/yr of residual waste (NI 191) | 173.99kg | 177.05kg | 146.5kg | 159.33kg |

2.7 The reduction in the recycling percentage is as a result of a change in measurement. Wood and carpets are no longer included in this figure. There is also a national picture of declining recycling rates. This is due

to a range of factors including less packaging on goods, glass bottles being replaced by plastic bottles resulting in a weight reduction and more newspapers/magazines being read online. Locally, since the closure of the Ruislip CA Site the council is receiving more residual waste than previous years and this is compounded further due to other sites within the WLWA area charging for builders and DIY waste whilst the council makes no charge for cars at the Harrow CA site.

- 2.8 For NI 192 - In terms of benchmarking, London Councils benchmarking data (Q2 2015/16) ranked Harrow in 6th place (out of 21 boroughs submitting data).

### London councils benchmarking - NI 192 (Recycling) Q2 2015/16



- 2.9 The strategy details future activity to increase the recycling rate and reduce residual waste.

## 3. The Vision

- 3.1 The council has developed a vision to demonstrate its commitment to effective waste management. It also highlights that Harrow’s approach to waste management is one of shared responsibility with residents and partners. The vision is:

***“To increase reuse and recycling and reduce waste arising from householders, businesses and visitors”***

- 3.2 The vision drives the council’s approach to meeting its key waste prevention objectives and targets. It is underpinned by the following objectives:

- Reduce the overall amount of waste from households.
- Increase participation in waste prevention activities.

- Increase recycling year on year.
- Improve efficiency and effectiveness by progressing commercial initiatives.
- Engage with local communities to deliver improvement in localities.
- Continue to develop partnerships with organisations (particularly local community groups and others in the third sector) to stimulate higher reduction, reuse and recycling rates.
- Continue to take appropriate enforcement action against those businesses, visitors and residents who seek to dispose of their waste irresponsibly.
- Prioritise high performing, low emission, modern, sustainable technologies and operations that achieve value for money.
- As a community leader, the council to exemplify the activities that it is promoting to its residents.

3.3 Regional projections indicate that the amount of household waste Harrow produces will increase over the next 20 years. This is in line with a national increase and is in part due to a predicted increase in households in the borough, as well as an ongoing increase in the amount that existing households are throwing away. This predicted increase would lead to an unsustainable amount of waste for the borough to manage and means that the council needs to continue to work hard to cut down the amount of waste produced. The council needs to focus on reducing residual waste. It will also continue to work closely with its partners in implementing this strategy. This will include working with businesses to develop innovative approaches to waste prevention, working with developers and planners to ensure that waste prevention is fully integrated into Harrow's regeneration schemes as the borough grows and working to develop a community composting scheme. This will include for all new developments the need to address waste management through the planning process and associated guidance. The council will also encourage greater recycling from trade customers through enhanced service provision and during 2016 will introduce the confidential waste collection and a separate trade "paper only" waste collection.

3.4 The key to this will be the development of a delivery plan that will focus resources and priorities where the maximum return on investment can be delivered. The first stage of this is already underway with Resource London looking at various scenarios for the borough using recent participation and composition data. This will in turn provide the data to help identify the geographical, tenure and waste streams areas where action needs to be taken. Complementing the above, a review of the structure within the Environment and Culture Division will shortly take place and this will look to provide the capability and capacity to support the implementation of the strategy and the delivery plan.

- 3.5 The council aims to achieve a recycling rate of 65% by 2030 in conjunction with the West London Waste Authority. This will include developing recycling initiatives.

## **4. Consultation and Council Response**

- 4.1 The council has undertaken consultation internally with service managers to ensure that the waste management strategy aligns with service need. Feedback has been incorporated in the draft strategy. This Cabinet report seeks approval to undertake external consultation with key stakeholders, the results of which will be reviewed prior to finalising the strategy for adoption.

## **5. Options considered**

### **Adopt the waste management strategy**

- 5.1 This will enable the council to effectively manage waste until 2026. This option is preferred by officers.

### **Do Nothing**

- 5.2 If the waste management strategy is not adopted, waste management would not be managed or controlled in a coherent way across the borough. This could result in costs increasing and a fragmented approach being taken that does not result in improved outcomes for local people. This option is not supported by officers.

## **6. Resources**

- 6.1 Current staffing will be used and there is no requirement for additional staffing as a result of the changes proposed in this paper.

## **7. Performance Issues**

- 7.1 The waste management strategy will be reviewed in light of developing practice, guidance and changing legislation as necessary and in any event every three years. At the time of review consultation will take place with appropriate parties.
- 7.2 Delivery of this strategy will also be monitored through National Indicators (NI's). These include waste specific indicators as follows:
- NI 191: Residual household waste per head – Waste collected, minus material sent for recycling, composting or reuse.
  - NI 192: Household waste recycled and composted – Material sent for reuse, reprocessing or controlled biological decomposition.
  - NI 193: Municipal waste land-filled – Collected municipal waste sent to landfill, including recycling rejects will be reported by WLWA.

7.3 Harrow's Annual Monitoring Report will also report on the following:

- Total municipal waste collected
- Commercial waste collected
- Commercial waste delivered to the Civic Amenity site by traders
- Non-household waste delivered to the Civic Amenity site
- Municipal waste recycled and composted
- Waste to landfill
- Tonnage of waste disposed by segment

7.4 The Environmental Service Delivery team will be responsible for monitoring this policy.

## **8. Environmental Implications**

8.1 The approach to waste management noted in this report is expected to lead to a positive environmental impact. It should promote effective management of waste across the borough to better meet the needs of residents and businesses.

## **9. Risk Management Implications**

9.1 This strategy is not included on the Directorate or any other corporate risk register.

## **10. Legal Implications**

10.1 The following is the key legislation that governs waste management.

The revised Waste Framework Directive (WFD): - This is the umbrella EU directive for waste. Key elements include the introduction of the waste hierarchy and the requirement to collect high quality recyclables. The WFD sets the national recycling target of 50 per cent of household waste by 2020.

The Waste (England & Wales) Regulations 2011, as amended: England and Wales - The Regulations, which were amended in 2012, implement the WFD and set out broad obligations with regards the waste hierarchy and requirements. The aim is to improve the quantity and quality of recycling across the UK.

The EU Landfill Directive (1999/31/EC) - The EU Landfill Directive sets targets for the reduction of biodegradable waste sent to landfill as 75 per cent of the 1995 level by 2010, 50 per cent of the 1995 level by 2013 and 35 per cent of the 1995 level by 2020. This means that by 2020 the UK only needs to divert 40 per cent of household waste from landfill to meet the legal requirements of the Landfill Directive, as long as all of this is biodegradable waste. However, it will also need to divert other waste from landfill to meet targets within the Packaging Directive and also a new Directive on electronic waste. In practice this means around 55 per cent of waste will need to be diverted from landfill by 2020.

Waste Electrical and Electronic Equipment (WEEE) Directive (2012/19/EC) - The WEEE Directive came into force on 4 July 2012. It sets out the measures for the:

- Prevention of WEEE
- Reuse, recycling and other forms of recovery including the establishment of free take-back services for household WEEE
- Minimum targets for the recovery and recycling of household WEEE - At least 4kgs of WEEE must be collected per person each year, which equates to 236,000 tonnes. The majority of this is in the form of large household appliances (fridges, washing machines etc) and the recycling and reuse of other types of waste electronics lags significantly behind.
- Minimising the environmental impacts associated with the treatment and disposal of WEEE, e.g. reducing the use of dangerous substances

The Waste Minimisation Act (1998) - This Act became law in November 1998 and it gives discretionary powers to Local Authorities to introduce measures to promote waste minimisation. London Borough of Harrow has and will be increasing the use of these powers to implement measures to decrease the amount of waste produced in Harrow.

The Controlled Waste Regulations (2012) - The Controlled Waste (England & Wales) Regulations 2012 set out the powers that Local Authorities have to charge for the collection and disposal of certain wastes. Paragraph 4 of Schedule 1 of these regulations sets out that a council may charge for the collection (but not the disposal) of household garden waste.

The Environmental Protection Act 1990 - The Environmental Protection Act 1990 sets out in Section 45 paragraph 3 that councils “may recover a reasonable charge” for collection of household waste where regulations such as the Controlled Waste (England & Wales) Regulations exist.

The revised Circular Economy package was formally published by the European Commission on 2 December 2015. The amending Directive 2008/98/EC on waste was also published on that date. Proposed changes include increase of the preparing for re-use and recycling target for municipal waste to 65 per cent by 2030 and the gradual limitation of the landfilling of municipal waste to 10 per cent by 2030.

## **11. Financial Implications**

11.1 The proposed activity outlined in this report will be carried out within the existing budget allocation. Subject to the final adoption of the waste strategy, the costs of implementing it will have to be met from within the budget provision for Waste Services.

## **12. Equalities implications / Public Sector Equality Duty**

The Equality Act 2010 outlines the provisions of the Public Sector Equality Duty which requires public authorities to have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age, race, disability, gender reassignment, pregnancy and maternity, religion or belief, sex and sexual orientation. The duty also covers marriage and civil partnership, but to a limited extent.

The broad purpose of this duty is to integrate considerations of equality into day to day business and keep them under review in decision making, the design of policies and the delivery of services so that the potential impact on any protected groups is identified and steps taken to mitigate or remove them.

An Equalities Impact Assessment (EqIA) has been carried out in relation to the waste management strategy and is attached to this report (Appendix B). The EqIA did not identify any (potential) adverse or disproportionate impact on any of the protected groups.

The EqIA has been reviewed following internal consultation and no changes have resulted. The impact assessment will be further reviewed once external consultation responses have been received and if any changes are required the updated impact assessment results will be reported to the Corporate Director – Community for consideration prior to finalising the strategy for adoption.

### **Council Priorities**

The Corporate Plan 2016-2019, entitled “Harrow Ambition Plan 2020” sets out the council’s vision of “Working together to make a difference for the vulnerable, communities, families and businesses”. The council’s strategy (priorities) to deliver its vision, between now and 2020 is to:

- Build a Better Harrow
- Be more Business-Like and Business Friendly
- Protect the Most Vulnerable and Support Families

The council's vision and the corporate priorities have been taken into account when developing the waste management strategy. In particular, "Build a Better Harrow" that includes a safe and clean environment. The waste management strategy is crucial to achieving this priority.

### Section 3 - Statutory Officer Clearance

|                        |                                     |                                             |
|------------------------|-------------------------------------|---------------------------------------------|
| Name: Jessie Man       | <input checked="" type="checkbox"/> | on behalf of the<br>Chief Financial Officer |
| Date: 31 August 2016   |                                     |                                             |
| Name: Matthew Adams    | <input checked="" type="checkbox"/> | on behalf of the<br>Monitoring Officer      |
| Date: 1 September 2016 |                                     |                                             |

|                                   |                                                                            |
|-----------------------------------|----------------------------------------------------------------------------|
| <b>Ward Councillors notified:</b> | <b>NO, as it impacts on all Wards</b>                                      |
| <b>EqIA carried out:</b>          | <b>YES</b>                                                                 |
| <b>EqIA cleared by:</b>           | David Corby, Chair of the<br>Community Directorate<br>Equality Task Groups |

### Section 4 - Contact Details and Background Papers

**Contact:** Venetia Reid-Baptiste, Divisional Director –  
Commissioning Services. [Venetia.reid-baptiste@harrow.gov.uk](mailto:Venetia.reid-baptiste@harrow.gov.uk)  
020 8424 1492

**Background Papers:** None.

**Call-In Waived by the  
Chairman of Overview  
and Scrutiny  
Committee**

**NOT APPLICABLE**

*[Call-in applies]*