

BARKING AND DAGENHAM WASTE MANAGEMENT STRATEGY

2005-2020

“Together we will build communities and transform lives”

28 March 2006

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Abbreviations

ABRP	Animal By-Products Regulations
Bio-MRF	Biological Materials Recycling Facilities — a Bio-MRF extracts recyclables from the refuse stream, biologically treats waste through composting and drying and creates a fuel for combustion.
BMW	Biodegradable municipal waste
BVPI	Best Value Performance Indicators
CA	Civic Amenity Site (site for householders to deposit waste)
CELO	Community and Education Liaison Officers
C&I	Commercial and Industrial
CVS	Council for Voluntary Service
Defra	Department of Environment, Food and Rural Affairs
DCF	Designated Collection Facility for WEEE (see below)
DPD	Development Plan Document
ELCRP	East London Community Recycling Partnership
ELV	End of Life Vehicles (EU Directive)
ELWA	East London Waste Authority
EPA Act	Environmental Protection Act
ERM	Environmental Resources Management
EWC	European Waste Catalogue
GLA	Greater London Authority
HWD	Hazardous Waste Directive (EU)
IWM	Integrated Waste Management with Shanks East London
LATS	Landfill Allowance Trading Scheme
LRF	London Recycling Fund
MBT	Mechanical Biological Treatment
MSW	Municipal Solid Waste
MWI	Municipal Waste Incineration
NRWF	National Resource and Waste Forum
PAN	Planning Advice Note

PRN	Packaging Recovery Notes
RRC	Reuse and Recycling Centre
ROTATE	Wrap's Recycling and Organics Technical Advisory Service
SiP	Sustainable Industrial Park
SPD	Supplementary Planning Documents
UDP	Unitary Development Plan
WET Act	Waste and Emissions Trading Act 2003
WEEE Directive	EU Directive on Waste Electrical and Electronic Equipment
WID	Waste Incineration Directive (EU)
WRAP	Waste & Resource Action Programme

**Foreword by Councillor Milton McKenzie
Executive Member for Environment and Sustainability
London Borough of Barking and Dagenham**

Barking and Dagenham is a rapidly improving Borough. The opportunities presented by the regeneration of the Thames Gateway and our investment in our own housing stock as part of delivering Housing Futures is delivering what is important to every resident of our Borough and that is a high quality environment in which to live.

The Local Government Association has told us that residents' views of their Council are influenced more by street cleaning and refuse collection than by services like social care and education that are used only by a minority.

But I know that a safe and clean environment cannot be delivered by the Council acting on its own. The Prime Minister told us as he launched the 'Respect' Action Plan in January 2006 that partnerships with agencies such as the Police, but most importantly of all the community, is the way to make long-standing improvements in the environment around people's homes, and restoring pride to our neighbourhoods.

We have a rapidly changing borough, which brings with it both opportunities and challenges. I know that by respecting and working hard with our diverse communities, we will be sure that there is no place for those who may seek to use local liveability issues to undermine community cohesion.

I want to see outstanding bread and butter services such as clean streets, as well as us working well with our police, health, education and voluntary partners. I believe that through the reorganisation of our services and bringing together all of the main frontline teams into a department dedicated to providing exceptional customer service, we will now see our vision become a reality.

This new Strategy clearly lays out how together we will achieve our objective of the cleanest streets and open spaces and the highest recycling rates in London. This strategy is a key step along the road to achieving this vision and the Council's Community priority of *Making Barking and Dagenham Cleaner, Greener and Safer*. Many thanks to all those involved in the production of this Waste Strategy.



A handwritten signature in black ink that reads "M. McKenzie". The signature is written in a cursive, flowing style.

Councillor Milton McKenzie

Executive Member for Environment and Sustainability, March 2006

EXECUTIVE SUMMARY

The overall aim for the Barking and Dagenham is that:

“together we will build communities and transform lives”.

Through the Community Strategy, the Council will work in partnership to deliver the 7 Community priorities.

The Council’s vision statement sets the context for the 2005-2010 programme to effect change by 2020.

The key Community Priority for the Council and this Strategy is Making Barking & Dagenham Cleaner, Greener and Safer

The Council strategic Corporate Priorities for Action 2005-2010 that will deliver this are together we will:

- Have the cleanest Streets in London through improved environmental Management
- Increase the use of our many public spaces
- Increase recycling
- Reduce crime the fear of crime and antisocial behaviour

This Waste Management Strategy will specifically ensure that actions are taken to achieve sustainable waste management. It identifies how the Council and its partners will deal with waste reduction, reuse, recycling, recovery and disposal. These actions will help us to achieve our overall objectives:

1. We want the cleanest streets in London,
2. We want the greatest waste reduction and highest recycling and composting rates in London.
3. We want to deliver effective, efficient and customer focused services that demonstrate value for money.

Our Balanced scorecard service plans and performance monitoring tool will then see the implementation of these objectives across the council.

Members have over the past three years invested as part of the implementation of the Medium Term Financial Strategy in additional street cleaning, environmental enforcement, graffiti removal and recycling. This has resulted in a dramatic improvement in recycling and composting performance by 800% from 2% in 2002/3 to a projected 16.04% in 2005/6. Through a fully integrated approach to street cleaning, caretaking and enforcement, we have seen consistent improvements in the cleanliness of our streets and neighbourhoods, but much more needs to be done.

This new strategy has been carefully prepared, and reflects the views of Members, our Community, Central Government and our Partners, especially in the East London Waste Authority and the Police. It sets out a clear and deliverable plan that will see rapid improvements for the people of Barking and Dagenham.

Most notably, it establishes a clear-cut path that will see our recycling and composting rate increase to 30% in three years time (2008/09). We will see efficiencies gain from a single collection of both recycling and general waste that will be reinvested in a redesigned Street Cleansing Service, a publicity campaign backed by enforcement that will improve the way our residents present their waste for collection at the front of their homes, an improved Bulky Waste Collection Service and a programme of educational and Community events allied to the *'Our Borough – be PROUD of it'* publicity campaign.

Barking and Dagenham is a rapidly changing Borough, both in terms of demographics and the huge regeneration opportunities. The strategy is mindful of these developments and of potential changes to the Governance arrangement for waste disposal in London and the Department of the Environment, Food and Rural Affairs Waste Strategy 2000 review, that suggests a gradual shift of emphasis from recycling and composting to reducing the volume of waste we as a society produce. The strategy will therefore be formally reviewed every five years to coincide with Defra's review of Waste Strategy 2000. This will ensure that the Council takes account of any changes in waste legislation, policies and targets.

INTRODUCTION

The London Borough of Barking and Dagenham has produced this Waste Management Strategy to describe how we will manage the municipal solid waste that is produced in the borough over the next 15 years. We describe how we intend to deliver an excellent service that will deliver the vision agreed with our partners and the Community.

1.1 WASTE AND THE ENVIRONMENT – A KEY LOCAL ISSUE

The overall aim for the Barking and Dagenham is that:

“together we will build communities and transform lives”.

Through the Community Strategy, the Council will work in partnership to deliver the 7 Community priorities.

Managing our waste well is a key part of delivering the clean, green and safe environment the people of Barking and Dagenham have consistently told us is their top priority.

Recent work by the Local Government Association has shown that residents' views of their Council are influenced more by street cleaning and refuse collection than by services like social care and education that are used only by a minority.

But a safe and clean environment cannot be delivered by the Council acting on its own. The 'Respect' Action Plan launched by the Prime Minister in January 2006 identifies partnerships with agencies such as the Police, but most importantly of all the community, as the key to making long-standing improvements in the environment around people's homes, and restoring pride to our neighbourhoods.

We have a rapidly changing borough, which brings with it both opportunities and challenges. A key aspect of this strategy is to respect and work hard with our diverse communities, to be sure that there is no place for those who may seek to use local liveability issues to undermine community cohesion.

In Barking and Dagenham we recognise that to deliver our aim we must provide outstanding bread and butter services such as clean streets, as well as working well with our police, health, education and voluntary partners. We know that by treating the customer well and respecting their interests, above the way in which we have traditionally worked is a driver for wider improvement. First class customer services, delivered through the Council's Corporate Priorities for Action and service planning framework, (see appendix A), and new organisational structure that brings together all of our main frontline teams, will form the basis of making this strategy a reality.

The Council's objectives for waste management are simple:

1. We want the cleanest streets in London,
2. We want the greatest waste reduction, and highest recycling and composting rates in London.
3. We want to deliver effective, efficient and customer-focused services that demonstrate value for money.

These objectives, drawn directly from the Council's vision and community priorities will be achieved by achieving and exceeding our statutory performance targets for waste minimisation, recycling and composting, delivering the objectives of the Joint Municipal Waste Management Strategy (JMWMS) we have developed with our partner Boroughs of Redbridge, Newham and Havering in the East London Waste Authority (ELWA), and by maximising the potential of the significant investment we have made in the Integrated Waste Management Contract with Shanks. East London.

This strategy looks at the national and local context, the views of our residents, and asks what outcomes do we need to achieve?

We then look at what options we have to deliver and then set a clear route map that will deliver our vision, an excellent value for money service and most importantly of all, a Borough our Community are proud of.

1.2 SCOPES AND THE NATIONAL CONTEXT

Barking and Dagenham's Waste Management Strategy has been produced in response to the following key drivers:

National

- Legislative Requirements
- National targets including efficiency
- Legislative Requirements
- The government's 'Cleaner, Safer, Greener Communities' agenda

Regional

- The desire to maximise the benefits of the ELWA, JMWMS

Local

- Our local statutory targets
- The waste management needs of the new communities that will come to the borough as part of the regeneration of the Thames Gateway and the 2012 Olympics.
- The intention of Barking and Dagenham to become an excellent council in CPA terms

The government have set challenging statutory performance targets for recycling and composting, which are 18% for 2006/07, and we anticipate 20% in 2007/08.

Our current recycling plan has seen rapid growth from 2% in 2002/03 to 16.3% in 2005/06. This challenges us to make a 2% and the 4% increase, but our desire to contribute more has led to local performance targets of 22% for 2006/07 and 26% for 2007/08. *Annex C* looks in detail at national policy and legislation impacting on waste management with particular emphasis on the potential effects of the Mayor's Waste Strategy on Barking and Dagenham.

This strategy recognises waste as a key environmental concern and outlines the Council's commitment to dealing with it in accordance with the waste hierarchy. This document, together with the joint Waste Development Plan Document (DPD) the Council is producing

with the other ELWA planning authorities, highlights the Council's determination to contribute to self-sufficiency in sustainable waste management in the east London sub-region.

This strategy also highlights the efforts the Council has made, and continues to make, to achieve the standards for sustainable waste management set by the Mayor on his Municipal Waste Management Strategy (henceforth Mayor's Strategy).

Cleaner Safer Greener Communities is about creating quality spaces in which people want to live and can be proud - and which others will respect. The strategy is about getting upstream of environmental problems and taking preventative measures through working in Partnership with the Police, the Primary care trust, our cultural and leisure colleagues so that we can engage and empower our community to get out and enjoy the environment in which they live. This Strategy will seek to make places cleaner and maintain them better, as well as tackling antisocial behaviour and environmental crime. For the first time last year, our 2005 to 2008 Crime Disorder and Drugs Strategy included tackling Environmental Crime and improving the living environment as one of the key objectives for reducing crime, the fear of crime and antisocial behaviour.

The Home Office National Community Safety Plan published in November 2005, sites issues such as Alleygating, Litter, Graffiti, Flytipping and abandoned vehicles as key factors in the drive to create safer environments.

The adoption of this Strategy will coincide with the adopting of the revised ELWA Joint Municipal Waste Management Strategy, prepared as a response to the Waste and Emission's Trading (WET) Act 2003. ELWA is responsible for the disposal of municipal waste from Barking and Dagenham, Newham, Redbridge and Havering. ELWA and the Councils originally agreed a joint strategy in 1996. This formed the basis of an Integrated Waste Management (IWM) contract managed by Shanks East London since 24th December 2002.

Although this contract was designed to meet national recycling/ composting and recovery targets for 2005, 2010 and 2015 set by the Government in *Waste Strategy 2000* through a combination of 'front-end' recycling services — Orange bags, bring sites, Reuse and Recycling Centres — and 'back-end' Mechanical Biological Technology (MBT), considerable input is required from the constituent ELWA Councils to achieve this, particularly on 'front-end' activities where the Councils have direct involvement and responsibilities. This strategy seeks to add value to the 'front-end' services already provided by Shanks East London in the Borough and make them more effective.

The Government's modernisation agenda for Councils includes Best Value and the Comprehensive Performance Assessment (CPA), which are designed to drive improvements to services. For the last 4 years the Audit Commission has assessed Barking and Dagenham Council as 'fair'. In 2006 we aim to improve performance across all services and be assessed as 'Good', and by 2008 'Excellent'. This Strategy describes the improvement we will achieve in Waste Management to achieve that goal.

1.3 THE WASTE HIERARCHY

The national waste strategy *Waste Management 2000* established at its core a hierarchy of actions to achieve sustainable waste management these are:

1. Reduce — the most effective environmental solution is often to reduce the generation of waste
2. Reuse — products and materials can sometimes be used again, for the same or different purpose
3. Recycle — resources can often be recovered from waste
4. Recovery (of energy & materials) — value can also be recovered by generating energy from waste
5. Disposal — if none of the above offers an appropriate solution, only then should the waste be disposed.

This strategy details the steps we will take now and over the next 15 years to reduce the amount of waste that we produce, to recycle and compost as much as possible and how we will fully utilise the new BioMRF technology to divert as much waste as possible from landfill.

Although the action plan will deliver in accordance with the waste hierarchy, in the short term we will seek to make the greatest gains in recycling, composting and reducing the amount of waste going to landfill.

In the medium term, as more technology and legislative arrangements are made available we will move up the hierarchy with more emphasis placed on reducing and reusing waste.

1.4 WHAT DO OUR COMMUNITIES TELL US ABOUT WASTE?

You only have to open a national paper to see the interest in how we deal with waste and the affect it has on the local and wider environment. Survey after survey has placed the way in which we maintain our streets and open spaces, and how we handle and collect our waste, as the most important service Councils provide.

Recent work by MORI to inform the Local Government Association and the Improvement and Development Agency reputation project shows that residents' views of their Council are influenced more by street cleaning and refuse collection than by services like social care and education that are used only by a minority. Seven core actions emerge as key to improving reputation.

- adopt a highly visible, strongly branded Council cleaning operation.
- ensure no gaps or overlap in Council cleaning and maintenance contracts.
- set up one phone number for the public to report local environmental problems.
- deal with 'grot' spots.
- remove abandoned vehicles within 24 hours.
- win a Green Flag award for at least one park.
- educate and enforce to protect the environment

In Barking and Dagenham our Community has consistently told us that making the Borough Cleaner, Greener and Safer is at the top of their priority list. Surveys such as the annual environmental management postal survey place great importance on action to take litter around food shops, dog fouling, improving the way we collect waste and making it far easier to recycle.

As part of the preparation of this strategy we completed a customer improvement survey in September 2005¹, held workshops with our customer², and workshops with our workforce and members.

The overwhelming outcome of this consultation was that they want to see improvements in the way in which we handle our waste both in the home and when we present it for collection. 43% of people said that they would like us to see a form of waste containment introduced that could take the form of a wheelie bin.

If the Borough is studied on collection days it is easy to understand the concerns. In some areas of the Borough our residents, most likely in an attempt to help our refuse crews have tended to pile up their black and orange bags around trees on the pavement or at the end of roads. The impact of this on the street scene during collection is huge, pavements can become blocked by bags and by piling the refuse up they tend to split, requiring extra street cleaning to maintain acceptable conditions.

People also complained about the lack of opportunity to do the right thing with their litter. Many people wanted far more litterbins, especially outside fast food shops, that looked nice, were clean and emptied regularly. Many people also felt businesses should pay more if they create lots of waste and litter.

Residents were also asked about our current service standards. The majority of our standards seen as acceptable, however, when asked about the time we take to remove bulky household waste 61% (73% for BME groups) said a two-week wait was unacceptable.

Many people felt that we needed to make it easier for people to recycle. Comments from the workshops suggested people were becoming increasingly confused about what could and couldn't be recycled and although they were eager to do more felt that they system could be simplified. This is supported a door knocking awareness raising campaign completed in 2005 by Business Eco that suggested a high take up rate of 53% but that more people could take part and more could be recycled in the home.

Many people were concerned about litter, especially around shopping parades and outside fast food shops. When asked what the solution could be, 32% believed strong enforcement and more street cleaning was the key.

During the Members workshop a clear desire emerged to see more help for Community led solutions such as 'clear up' days and neighbourhood composting schemes. Members were also very eager to see more work done with our schools and colleges. They felt the positive impact of educating our Young People about the need to recycle and take pride in the Borough could not be underestimated on their and indeed their parents behaviour

1.5 WHAT TYPES OF WASTE DOES THIS STRATEGY COVER?

The strategy deals with all waste arisings in the London Borough of Barking and Dagenham, which can be described as Municipal Solid Waste (MSW) this is all waste produced in people homes, as well as trade waste collected by the Council, recycled

¹ Carole Goldstone Associates (2005) Customer Improvement survey – Environmental Management

² Barking and Dagenham Citizens Panel (2006) Summary of Outcomes of Community Workshops.

waste, abandoned vehicles, litter and fly tipping. Although the initial imperative is to make improvements in how we deal with household waste, this strategy is mindful of the consultation being carried out by Defra as part of the development of the revised National Waste Strategy that may see greater emphasis placed on measures to better manage commercial waste.

HOW DOES THIS RELATE TO BARKING AND DAGENHAM?

2.1 WHAT WASTE DO WE PRODUCE IN BARKING AND DAGENHAM?

In the financial year 2004/05, Barking & Dagenham generated 105,900 tonnes of municipal waste. Around 86% of this was household waste (91,000 tonnes) either collected from households or brought by residents to the Reuse and Recycling Centre (RRC) at Frizlands Lane in Dagenham — formally the Civic Amenity (CA) site.

Waste generated from commercial and industrial premises and other activities, such as abandoned vehicles and street sweepings, generated the remaining 14%. A breakdown of Barking & Dagenham's Municipal Solid Waste (MSW) arisings is shown in Figure 1.1.

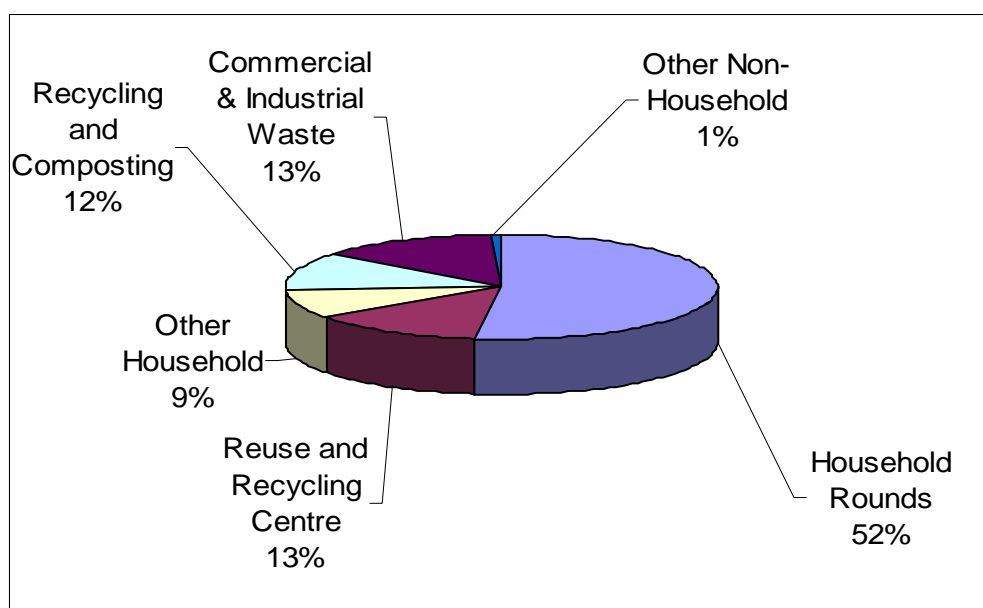


Figure 1.1 Breakdown of Total MSW in 2004/05 (source: ELWA)³

Analysis of the recent general trend in municipal waste arisings (*Figure 1.2*) shows that until 2002/03 there was an almost continued growth in MSW, with a small levelling out in 2000/01 due to a slight drop in commercial and industrial (C&I) waste.

From 2003/04 however, the trend goes into reverse with a significant and sustained drop of almost 19% to pre 1997 levels. The main cause of this was better management of the main RRC at Frizlands, which introduced controls to prevent commercial waste from being illegally disposed as household waste.

Our BVPI 84 (kilograms of household waste collected) performance shows a reduction of 12.36% reduction compared to the London Average of just 5.05% reduction in the same period. The waste strategy action plan will drive further improvement: for example, through reuse schemes in partnership with Community refurbishment groups and our

³ 'Other household waste' includes bulky waste collections, street sweepings and litter and clinical waste. 'Other non-household wastes' include fly-tipped waste and abandoned vehicles. The 12% recycling and composting figure represents a percentage of total MSW and not the BVPI recycling and composting rate

support for East London Recycling Partnership, kitchen waste collection and composting scheme.

Table 1.1: Breakdown of MSW in Barking & Dagenham since 1996/7 (source: ELWA)

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CATEGORY	1996/97	1997/98	1998/99	1999/2000	2000/01	2001/02	2002/03	2003/04	2004/05
HOUSEHOLD ROUNDS	44,904	47,581	48,902	52,397	54,277	56,051	57,729	55,909	54,933
RRC (CA SITE)	29,910	34,650	37,153	43,089	43,172	49,711	46,093	22,140	14,012
OTHER HOUSEHOLD	4,915	7,543	6,531	6,600	7,984	8,962	10,501	8,954	9,242
RECYCLING AND COMPOSTING (INCLUDING AT RRC)	1,512	2,190	1,695	2,549	2,709	3,709	1,522	6,215	12,726
TOTAL HOUSEHOLD	81,241	91,964	94,281	104,635	108,142	118,433	115,845	93,218	90,914
NON-HOUSEHOLD WASTE	18,165	17,282	16,780	15,667	10,452	9,024	9,192	12,960	13,972
TRADE WASTE AT CA SITE	4,345	4,372	3,389	2,474	2,435	2,934	2,060	0	0
ABANDONED VEHICLES	0	0	0	0	0	0	1,598	1,046	1,000
TOTAL COMMERCIAL AND INDUSTRIAL	22,510	21,654	20,169	18,141	12,887	11,958	12,850	14,006	14,972
TOTAL MUNICIPAL WASTE	103,751	113,618	114,450	122,776	121,029	130,391	128,695	107,224	105,886

⁴ 'Other household waste' includes bulky waste collections, street sweepings and litter and clinical waste. 'Other non-household wastes' include fly-tipped waste and abandoned vehicles. The 12% recycling and composting figure represents a percentage of total MSW and not the BVPI recycling and composting rate (see 2.3.2)

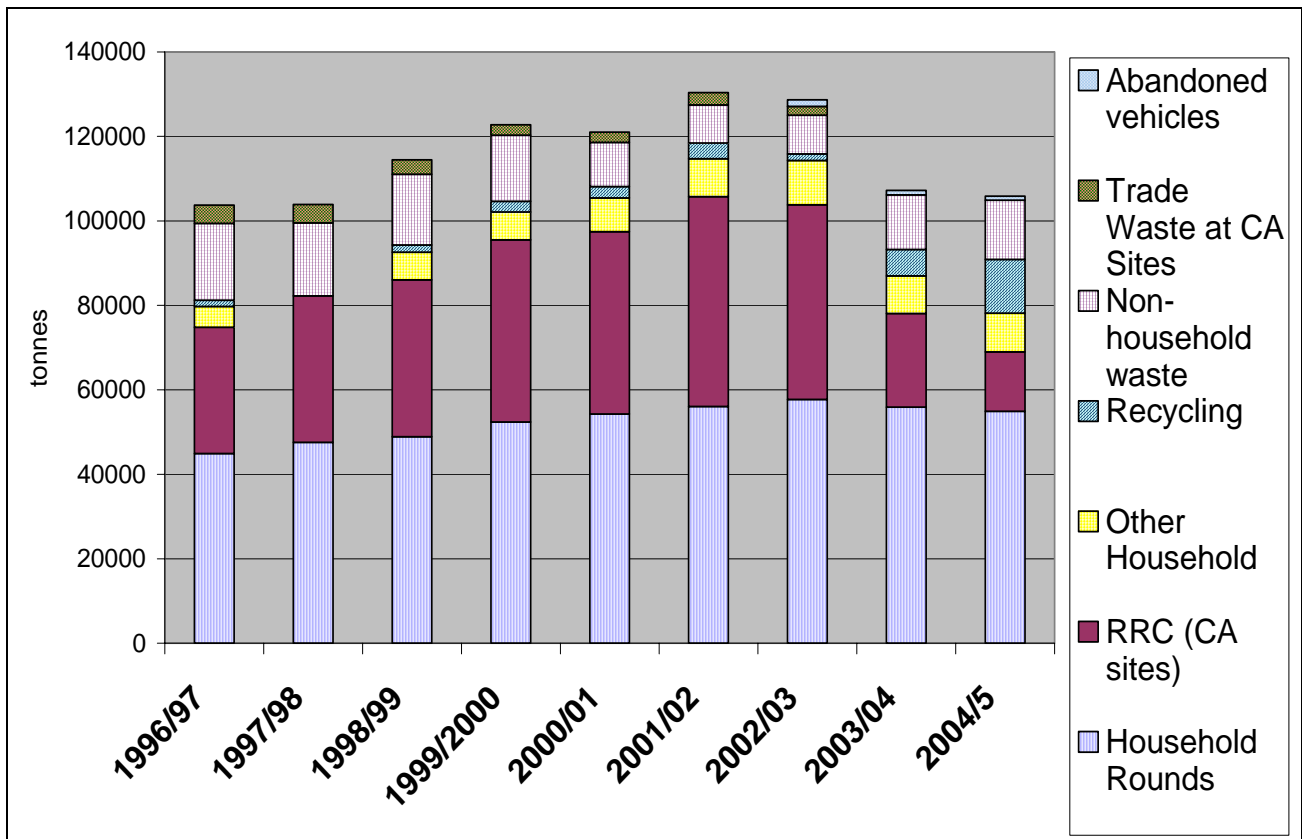


Figure 1.2: Trends in MSW in Barking & Dagenham from 1996/7 to 2004/05 (source: ELWA)⁵

We carry out detailed analysis and forecasting of our waste tonnages so that we can monitor how our recycling plans are leading us to delivery of our targets, and that budgets and trends are closely monitored. This allows us to develop our services to provide the most cost effective and customer focussed way of maximising capture rates. A summary of our performance is provided in section 2.4.

Although Shanks East London are currently in the process of completing a local four-season study that will be published in spring 2007, based on national figures we are able to calculate where our capture rates of materials could be improved. Table 2 describes this analysis.

⁵ 'Other household waste' includes bulky waste collections, street sweepings and litter and clinical waste. 'Other non-household wastes' include fly-tipped waste and abandoned vehicles. The 12% recycling and composting figure represents a percentage of total MSW and not the BVPI recycling and composting rate

Table 2: Capture Analysis for Barking & Dagenham for 2003/4 (source ERM)

	Present in household waste ^(a)	Collected in the Orange bag ^(b)	Collected (bring)	Not yet collected	Collection Rate ^(c)
Paper	16,200	1,900	580	13,800	15%
Cans	3,200	400	10	2,800	12%
Plastic	2,000	200	50	1,700	14%
Glass	5,600	0	400	5,200	7%
Textiles	4,700	0	110	4,600	2%
Green	28,900	0	0	28,900	0%
Total	60,500	2,500	1,140	56,900	

(a) The recyclables in the household waste stream are the fraction of each material of the total household waste stream, using the household waste composition of the Government's 2002 Strategy Unit Report, *Waste not, Want not*.

(b) The household waste arisings and the tonnes of recyclables actually collected were calculated from the aggregated data in BVPI data reporting assuming the *Waste not Want not* composition, mentioned above.

(c) Estimated amount of material captured in the Orange bag recycling service

This information will allow us to concentrate our efforts on the materials where our capture rates could be improved and where our knowledge of the infrastructure and our community are likely to see the greatest benefit.

Participation rate, or the percentage of people who take advantage of the Orange bag scheme is robust at 53%, however according to a survey done by Business Eco in the Borough during door-knocking campaigns in 2004/05⁶, more people could take part in the service.

This information has provided the cornerstone to the options appraisal described in section 4.1 and 4.2.

2.3 WHO LIVES IN BARKING AND DAGENHAM?

Barking and Dagenham is an outer London Borough to the East of the City on the North bank of the River Thames and within the M25 London Orbital Motorway. The borough has a population of 169,199 living in 68,851 households. Approximately 23,000 of these homes are owned and managed by the Council.

The 2001 census data shows us that 17.8% of our residents were aged over 60 and almost a quarter under 19. Minority communities make up just over 14% of the population with the largest ethnic groups being Black African, Indian, Black Caribbean and Pakistani.

The Borough will benefit from major regeneration opportunities over the life of this strategy that could see between 15,000 and 20,000 new homes built within the Thames Gateway. We also anticipate that our community will become more diverse.

The development of waste infrastructure by the ELWA boroughs, has taken this and the anticipated population growth as a result of the Olympics in 2012, into account. The infrastructure being developed through our partnership with Shanks will accommodate the

⁶ Business Eco (2005) [Report on Door Knocking Awareness Raising Campaign](#),

anticipated increase in waste volumes. Annex D describes in detail our analysis of the impact of future population growth on this strategy.

Nevertheless, this strategy will need to work hard to ensure that as we move forward we ensure all areas of the community benefit from our service and that there is no place for those who may seek to use local liveability issues to undermine community cohesion. Section 5 describes in more detail how we will do this.

To inform the strategy we asked ENCAMS to look at what environmental issues interest our residents. The report produced in February 2006⁷, uses market research classification data to classify every postcode in the Borough into lifestyle groups.

This analysis tells us that the majority of the people of the Borough see litter, dog fouling and street cleanliness as the most important environmental issues, interestingly they would not be as graffiti with the same importance.

The research also tells us that Barking and Dagenham residents are most likely to be involved in the skilled manual trades, especially building, or be small scale entrepreneurs, such as taxi or delivery drivers. According to ENCAMS, our residents who live in the more deprived wards very likely to be concerned about the cleanliness of the streets and antisocial behaviour.

2.4 CURRENT PERFORMANCE

Table 1.5 tracks our performance over the last three years against national PIs and targets.

PI Ref	Description	2002/03	2003/04	2004/05	2005/06 (projected)
BV82ai	% of household waste arisings which have been sent by the Authority for recycling	1.96%	5.77%	9.86%	11.89%
BV82bi	% of household waste sent for composting or treatment by anaerobic digestion	0.22%	0.9%	4.14%	4.15%
BV84a	Number of kilograms of household waste collected per head of the population	620.02	542.4	543.37	546.00
BV86	Cost waste collection	£31.31	£39.53	£44.88	£47.77

Table 1.5 Barking and Dagenham Performance Against Key Waste and Recycling Indicators.

⁷ ENCAMS/ Defra (2006) Environmental Attitudes Survey

2.5 CURRENT SERVICE PROVISION

In Barking and Dagenham we have a weekly black bag collection of household waste. We also provide the following services, either in house or with partners.

- We have extended our weekly 'orange bag' kerbside mixed recycling collection service. 92% of the Boroughs residents are now able to take part including 75% of high rise properties.
- A kerbside green garden waste composting collection service by appointment
- A pilot neighbourhood composting scheme for the Marks Gate estate in partnership with East London Community Recycling Partnership.
- The provision of 4500 free home composting bins.
- The Frizlands Lane Refuse and Recycling Centre (RRC) managed and newly refurbished through our contract with Shanks.east London with facilities allowing the sorting and recycling of over 20 materials, including Street Cleaning Waste.
- All residual RRC waste will be sent to the RRC MRF at Frog Island where it is further processed.
- A network of over 113 bring sites distributed across the Borough and maintained by Shanks.east London.
- A free bulky waste collection service with more intensive service on high-rise estates.
- A trade waste collection service prioritising the many Small and medium sized businesses in the Borough
- Clinical and Hazardous Waste Collections
- Each week every road in the Borough is either inspected and/or cleaned.
- In busy areas such as shopping centres, there are additional cleansing services provided to keep these areas clean.
- In the Town Centre there are permanent cleansing staff solely responsible for continuous cleansing.
- Two dedicated fly- tip removal teams, one team with a permanent enforcement presence.
- An Abandoned and Untaxed Vehicle Enforcement Team
- Three Graffiti removal teams
- 24 Street Wardens, with clear envirocrime enforcement remit, operating 7 days a week from 10am to 9pm.

2.6 CONTRACTUAL POSITION

In December 2003 the Barking and Dagenham through the ELWA partnership entered into a 25 year integrated waste management contract with Shanks Waste Management Limited.

The contract has the following objectives.

- (i) The services shall be both reliable and achievable in terms of managing and disposing of the waste;
- (ii) The services shall be environmentally and economically sustainable in terms of:
 - encouraging waste minimisation initiatives by providing an education service throughout the term of the contract;
 - seeking to maximise waste recycling and composting opportunities potentially supported by recovery of energy;
 - contributing to local economic development;

(iii) The most cost effective delivery of the services.

The Contract will deliver two Mechanical Biological Treatment(MBT) processing plants in the ELWA region. The first site will be completed in autumn 2006 and the second in January 2007. Once complete, each facility will comprise three Ecodeco units, each with the capability to receive and treat 60,000 tonnes of waste per annum.

Each site will automatically separate orange recycling bags from a mixed load. The remaining waste is then shredded, dried using hot air and the natural heat found as the waste aerobically digests. The 14 day process removes 25% of the weight of the waste.

The dried waste is then further treated to remove residual glass and metal, secondary Recovery Fuel and the remaining fine fraction. The residue fraction is sent to landfill. This process minimises the production of the greenhouse gas methane.

The revised joint strategy that will be adopted alongside this document sets the direction for the next stage of development, as ELWA seeks to implement the requirement of the WET act, anticipate population growth the Thames gateway and consider recovery of energy from the remaining fraction. The options currently under consideration are:

- increase composting and recycling of biodegradable waste;
- modify the treatment facilities (Bio-MRFs operated by Shanks East London) so that recyclable material is recovered as early as possible;
- add 'new technology' gasification facility to Bio-MRF at 90,000 tonnes per annum; and
- add new technology gasification facility to Bio-MRF at a larger scale.

ELWA and the constituent Councils are in the process of considering these options.

ACHIEVING EXCELLENCE

3.1 KEY OBJECTIVES.

Our objectives are:

1. We want the cleanest streets in London,
2. We want the greatest waste reduction and highest recycling and composting rates in London.
3. We want to deliver effective, efficient and customer focused services that demonstrate value for money.

They have been carefully prepared, and reflect the views of Members, our Community, Central Government and our Partners, especially in the East London Waste Authority and the Police and deliver our aim of being an excellent waste management service.

The Barking and Dagenham Strategic Corporate Priorities for action will also act as cross cutting themes to guide delivery. Full details can be found in Appendix A. Most notably we will work to deliver

Raising General Pride in the Borough. Together we will:

Promote Pride and Ambition in our area.

Promoting Equal Opportunities and Celebrating Diversity. Together we will:

Put equalities at the heart of Council's service delivery
Promote Community cohesion

Developing Rights and Responsibilities. Together we will:

Encourage everyone to take responsibility for their area.

Regenerating the Local Economy. Together we will:

Ensure outstanding outcomes in Barking Riverside, South Dagenham and Barking Town Centre.

3.2 THE OUTCOMES WE EXPECT

To deliver our aims we need to be able to track the impact of improvements to service delivery and understand how the Community feel about what we are doing.

Each year we will produce an efficiency statement for this strategy. We expect to see gains made by increased performance in street cleanliness, a gradual reduction in household waste, increased recycling and composting and improved satisfaction with our service.

We also expect to make cashable efficiencies. Better procurement, streamlined processes and joint working across the ELWA region to maximise the benefit of the investment we have made in disposal technology will all achieve savings that can be redistributed to

priority areas. In line with Defra guidance we will not expect to see cashable efficiency savings in street cleaning and enforcement.

The Government have set challenging statutory performance targets for recycling and composting. Our target for 2006/07 is 18% and we anticipate 20% in 2007/08. This leaves us with a shortfall of 4% to achieve the 2007/08 targets.

The Borough produced 543kg per head of household waste in 2004/05 compared to a London Average of 440kg.⁸ Although we achieve our audit commission targets we will need to would need to make a further 153Kg reduction to achieve the higher threshold for CPA.

The cost of refuse collection also remains high in CPA terms at £44.88, although this compares favourably to the London average of £53.50.

The Street Cleanliness in Barking and Dagenham will also need to improve. To be upper quartile we will need to move from our current position of 32% as judged by 199a to around 15% to achieve the higher threshold.

The following short term performance indicators have been set and will guide the detailed improvements needed until the first review in three years time.

		2005/06	2006/07	2007/08	2008/09
National BVPIs		Barking and Dagenham Performance (CPA Threshold Information)			
BV82a & b	Recycling and Composting				
(i)	<i>Percentage of household waste arisings which have been sent by the Authority for recycling composting or treatment by anaerobic digestion</i>	16% (Middle 50%)	22.75% (Upper 25%)	25.9% (Upper 25%)	30% (Upper 25%)
BV84	Kilograms of household waste collected (Population: 167,302 – 2005/06) *				
(a)	<i>Number of kilograms of household waste collected per head of the population</i>	546 (Lower 25%)	541 (Lower 25%)	536 (Lower 25%)	530 (Lower 25%)
(b)	<i>Percentage change from the previous financial year in the number of kilograms of household waste collected per head of population</i>	-7.32%	-1%	-1%	-1%

* Although we predict that this indicator will remain in the current lower threshold. We also expect through the national trend of increasing waste growth we will see this indicator move to the middle threshold in the medium term.

⁸ ODPM Local Government Performance http://www.bvpi.gov.uk/pages/KeyFacts_BVPI.asp?map=2&aid=17

		2005/06	2006/07	2007/08	2008/09
BV86	Cost of household waste collection per household (based on 05/06 cost)	£47.88	£45	£40	£40
BV89	<i>Percentage of people satisfied with the cleanliness standard in their area</i>	47.51%	58%	65%	68%
BV91	Percentage of households resident in authority's area served by kerbside collection of: (68,851 households –2005/06)				
(a)&(b)	<i>At least two recyclables</i>	90% (Middle 50%)	100% (Upper 25%)	100% (Upper 25%)	100% (Upper 25%)
BV90	Percentage of people expressing satisfaction with:				
(a)	<i>Household waste collection</i>	73.68% (Lower 25%)	85% (Middle 50%)	90% (Middle 50%)	93% (Upper 25%)
(b)	<i>Waste recycling (recycling facilities)</i>	69.9% (Lower 25%)	80% (Middle 50%)	85% (Middle 50%)	90% (Upper 25%)
(c)	<i>Waste disposal (Civic Amenity sites)</i>	69.38% (Lower 25%)	80% (Middle 50%)	85% (Middle 50%)	90% (Upper 25%)
BV199	Local Street and Environmental Cleanliness				
(a)	<i>Proportion of relevant land and highways (expressed as a percentage) that is assessed as having combined deposits of litter and detritus that fall below an acceptable level</i>	32% (Lower 25%)	25% (Middle 50%)	20% (Middle 50%)	15% (Upper 25%)
(b)	<i>Proportion of relevant land and highways (expresses as a percentage) from which unacceptable levels of graffiti are visible</i>	18%	14%	10%	10%
(c)	<i>Proportion of relevant land and highways (expresses as a percentage) from which unacceptable levels of fly-posting are visible</i>	2%	2%	2%	2%
(d)	<i>Year-on-year reduction in total number of incidents and increase in total number of enforcement actions taken to deal with fly-tipping</i>				

BV218	Environmental Health				
(b)	<i>Percentage of abandoned vehicles removed within 24 hours from the point at which the Authority is legally entitled to remove the vehicle</i>	90% (Upper 25%)	95% (Upper 25%)	95% (Upper 25%)	95% (Upper 25%)

Table 1.6 Short Term Performance Management Framework.

3.3 Medium and Long Term Targets.

In developing these targets we are mindful of the current consultation surrounding the preparation of the revised Defra national Waste Management Strategy. We anticipate that the continue drive to move up the waste hierarchy will continue and a gradual shift of emphasis to waste minimisation and reuse will occur.

These targets have been set as achievable for the medium and Longer term.

Barking and Dagenham will provide services that our customers want

By 2010 85% of residents will be satisfied with household waste collection

By 2015 90% of residents will be satisfied with household waste collection

By 2020 90% of residents will be satisfied with household waste collection

Barking and Dagenham residents will be satisfied with the cleanliness of the streets

By 2010 80% of residents will be satisfied with cleanliness standards

By 2015 82% of residents will be satisfied with cleanliness standards

By 2020 85% of residents will be satisfied with cleanliness standards

Barking and Dagenham will continue to reduce the amount of waste produced (2005/06 baseline)

By 2010 524 kg of household waste will be produced per head

By 2015 511 kg of household waste will be produced per head

By 2010 498 kg of household waste will be produced per head

Barking and Dagenham will increase the amount of waste we recycle and compost.

By 2010 33% of municipal waste (30% of household waste)

By 2015 40% of municipal waste

By 2020 50% of municipal waste

Barking and Dagenham will have the Cleanest Streets In London

By 2010 15% as judged by BVPI199a

By 2015 10% as judged by BVPI199a

By 2015 8% as judged by BVPI199a

We will achieve value for money (indexed to 2005/06 prices)

By 2010 the cost per household of domestic waste collection will be £40

By 2015 the cost per household of domestic waste collection will be £38

By 2020 the cost per household of domestic waste collection will be £37

DELIVERY – OPTIONS TO ACHIEVE OUR OBJECTIVES

Barking and Dagenham recognise that major changes are needed to deliver our objectives. A range of options for waste reduction and reuse and maximising recycling and composting have been considered alongside a review of the efficient use of our waste collection service.

4.1 Reduction and Reuse

The table below is a summary of the waste reduction and reuse options supported by this strategy. Additional schemes will be considered as new innovation, technology and national guidance emerges. Additional schemes will also be considered following the completion of the current four-season waste characterisation study, see ANNEX E for details.

Option	Potential reduction 2006-2015 (tonnes)	Estimated Cost to the Council/£	Estimated saving in waste disposal costs ¹	Impact on BV 184
Home Composting	350	35,000	14,000	Combined impact on BV184 is a reduction to 524 by 2010
Community Composting schemes	150	75,000	8,000	
Unwanted mail campaign	250	1,200	10,000	
Community reuse initiatives	1050	Within IWM contract Potential funding from LEGI	42,000	
Better management of trade waste entering the domestic stream	1500	10,000	60,000	

(1) Based on an average collection cost of £40 ton

Table 1.7 Summary of options for Waste Reduction and Reuse

4.2 Recycling and Composting

There will be a significant impact from the BioMRF when it becomes active on the 1st September 2006. The additional investment also allows more recyclables to be added to the existing orange bag scheme. We currently have a very small pilot scheme for green waste collection; this could make a significant contribution to composted waste.

Option	Potential Contribution to 28% 2008 target	Potential Contribution to 33% 2010 target	Potential Contribution to 40% 2015 target	Potential Contribution to 50% 2020 target	Estimated Cost to the Council (£/ton indexed to 2005/06)
Short term Options					
Increased uptake and capture for Orange bag scheme	9%	11%	13.5%	15%	£73
Achieve 60% recycling from RRC waste	8%	8.3%	8.5%	8.8%	Within IWM contract *

Effective bring sites	1.3%	1%	1%	1%	Within contract *	IWM
MBT removing residual glass and metals	5%	5%	5%	5%	Within contract *	IWM
Introduce more recyclables to orange bag scheme	0.5%	1%	1.25%	1.5%	Within contract *	IWM
Extension of orange bag scheme to all flats	0.4%	0.8%	0.8%	0.8%	Within contract *	IWM
Introduction of green waste collection scheme	4%	4.5%	5.5%	5.5%	£28	
Medium term Options						
Extend recycling to trade waste	0 (as solely household target)	2.5%	3.5%	3.5%	Captured through charges for waste collection	
Divert additional waste to RRCMRF			1%	1%	Within contract *	IWM
Long term options						
Increased effect of waste minimisation				4.45%	-£40	
Introduce policies to increase participation to proposed targets				4%	Unknown	
Total						
	28.2	34.1	40.15	50%		

* The Integrated Waste Management Contract with Shanks.east London includes an aspirational target of 33% by 2010. Shanks have a financial incentive within the contract to recycle more, but at this stage the targets post 2010 are also aspirational.

Preferred Options

In the short term these options will provide the basis of improvement and have been carried forward in the action plan. Nevertheless, our risk assessment has shown that we may need the flexibility to adapt our approach in the medium and long term to changing public opinion towards recycling and new and emerging best practice and technology that could render our proposals inefficient or unpopular. Therefore the implementation process will monitor the effectiveness of each scheme and adapt our approach as necessary.

4.3 Efficient and Effective Waste Collection.

The Borough collects its waste through black plastic refuse sacks. Black refuse sacks are provided free to all residents, however feedback and experience suggests that our residents also provide their own black refuse sacks.

This method of collection was selected for Barking and Dagenham as it provides a relatively quick collection that is flexible enough to cope with the range of different property types we find in the Borough. Too much refuse ends up on the street and pavement during refuse collection. Bags split and in many areas of the Borough actually block the pavement on collection day. Some residents put their bags on the pavement days in advance of collection; they spilt or attacked by foxes and vermin and then are blown around the street negating the effort put in by our street cleaners.

A study by ERM⁹, conducted to inform this strategy, suggests that a shift to containerisation could be achievable and make a significant positive impact on the street scene. It also suggests that efficiencies can be made by co-collection with a small loss of recyclate extraction performance.

The benefits of the new sorting facilities at the BioMRF also need to be considered as that presents the option to collect both orange and black bags/residual waste in the same vehicle.

Summary of Options

Option 1 - Maintain the existing system

The system is well established in our Community and workforce.

The considerable negative impact on street cleanliness will continue

Health and safety risk to our workforce and users of pavements.

No efficiency can be demonstrated

We are unlikely to achieve our vision

Financial Impact of Option 1 - None

Option 2 - Co-collection of orange and black bag residual waste.

This provides a good environmental solution as we reduce the number of vehicles that need to visit each road every week.

It provides good value for money as the waste is collected in a single collection, giving economies of scale.

A very small proportion of recycled material will be lost as the sorting process is 95% efficient.

It provides the opportunity to reinvest the efficiency in priority services.

Public perception is a risk factor, so a comprehensive awareness raising and education campaign is needed to maintain public trust that the orange bags are not just going to landfill.

If there is a delay commissioning the BioMRF the anticipated efficiency will not fully materialise

Financial impact of option 2- £402,900 will be realised in a full year by adopting this method of collection, with no additional cost to the Council from the sorting facilities at the BioMRF.

⁹ Environmental Resource Management (2006) Option Appraisal for Refuse Collection in Barking and Dagenham

Option 3 - Introduce Containerisation

Vast improvement in street cleanliness.

Increased customer satisfaction

Adverse impact of the street scene in terrace properties.

Some manual handling risk

Opportunity to specify the amount of waste we will collect

Main risks are high start up costs and public reaction to look of the bins.

Financial Impact of Option 3 - High initial costs, but savings made in long term.

Option 4 - Strong Management and enforcement of current system

Refuse not on the highway or pavement so smaller health and safety risk

Small improvement in street cleanliness

Improvements will not be universal and areas of highest need are most likely to not see improvement

Adverse public reaction to additional enforcement

Refuse crews informally allow existing system to continue.

The pace of change will be gradual.

Financial Impact of Option 4 - could be accommodated within existing work plans.

Preferred Options

All four schemes present their own risks and benefits. Our risk assessment suggests that option 1 presents the highest risk of not achieving the objectives of this strategy. Moreover, taking forward option 3 and making a major shift to containerisation without fully assessing the impact of such a move on public opinion infrastructure and finance presents significant risk.

Therefore the action plan will see a move to co collection by September 2006 and through the publicity campaign that will accompany this move, better inform or residents about how to handle and present their waste for collection.

A report will then be developed with the outcome of a full review of waste containment and collection options and presented for further discussion in September 2006.

IMPLEMENTATION AND CONSULTATION

5.1 Governance and Support for Implementation

The Head of Enforcement and Environment will lead the delivery of this Strategy.

An implementation working group will be established. The lead officer will be supported by expertise in Human Resources and Organisational Development, Finance, Waste Management Infrastructure, Business Process Reengineering, Information Systems, Environmental Sustainability and Business Improvement. The Council's partners, especially ELWA and Shanks East London, will be a key part of this group.

The Groups terms of reference will be to oversee and implement the actions as laid out in the strategy at the same time as reengineering key services and processes, learning from peers, taking advantage of technological advances and listening to the views of customers, to achieve demonstrable improvements in value for money and the achievements of the environmental aims of this strategy.

The Governance will be provided by the Cleaner, Greener, Safer Corporate Board, who will guide and challenge implementation. All key actions will be reported to the Board before presentation to the Executive for decision.

A work plan will be agreed annually with the Board and progress and potential exceptions will be reported on a quarterly basis.

5.2 Consultation and Engagement

We must engage with all members of the community through the delivery of this strategy. We cannot do this alone and must work closely with our partners including the Community Sector, the business community, our Local Strategic partnership, the waste industry and our other local partners to be successful. In addition we must work very closely with local business to find ways in which we can better recycle commercial and industrial waste.

Before the end of April, the implementation group will devise a Consultation and Community Engagement Plan to accompany the roll out of the strategy.

We will learn from the knowledge gained through the development of Housing Futures and similar major development schemes and use established groups such as Community Forums, Community Housing partnerships and the citizens panel to listen to the views of our communities.

We will also work with the Ethnic Minority Partnership Agency, to develop the best way of engaging with our minority communities.

We aim to launch the consultation process at the Assembly in June. By this time we will have been able to take on board the outcomes of the Audit Commission Inspection of our Waste Services.

5.3 Our capacity to deliver through our workforce.

The implementation of this Strategy will coincide with the significant organisational developments in waste Management.

New job descriptions that reflect the full range of duties performed by these key frontline staff are currently being evaluated. Once agreement has been reached, a permanent workforce will be established and continually invested in, by way of training and greater integration.

The move towards single status will affect the majority of the front line staff who will deliver this strategy. The service also employs a large number of agency staff that have been used to quickly improve the service, but have not yet been consolidated into the workforce. These new arrangement will be consulted on as part of the move to single status.

Environment and Enforcement Services have developed both a local and national reputation for developing the skills needed within the workforce to allow us to move forward and become the modern, flexible and well trained frontline service this strategy requires. The continuation of this capacity building through personal and team development will be the key element of the successful implementation of this strategy.

REVIEW

6.1 Review Timetable

This is a long term plan for improvement. Barking and Dagenham is a rapidly changing Borough, both in terms of demographics and the huge regeneration opportunities in the Borough. The Strategy is mindful of these developments and of potential changes to the governance arrangement for waste disposal in London and the Department of the Environment Food and Rural Affairs draft strategy that suggests a gradual shift of emphasis from recycling and composting to reducing the volume of waste we as a society produce.

We are also mindful of the potential for new models of provision such as the establishment of Business Improvement Districts and Community Development Trusts as part of the regeneration within Barking Town Centre and the Thames Gateway.

Therefore this strategy will be formally reviewed every three years.

Strategic Corporate Priorities for Action 2005 - 2010

Work in Partnership to Deliver the Community Priorities

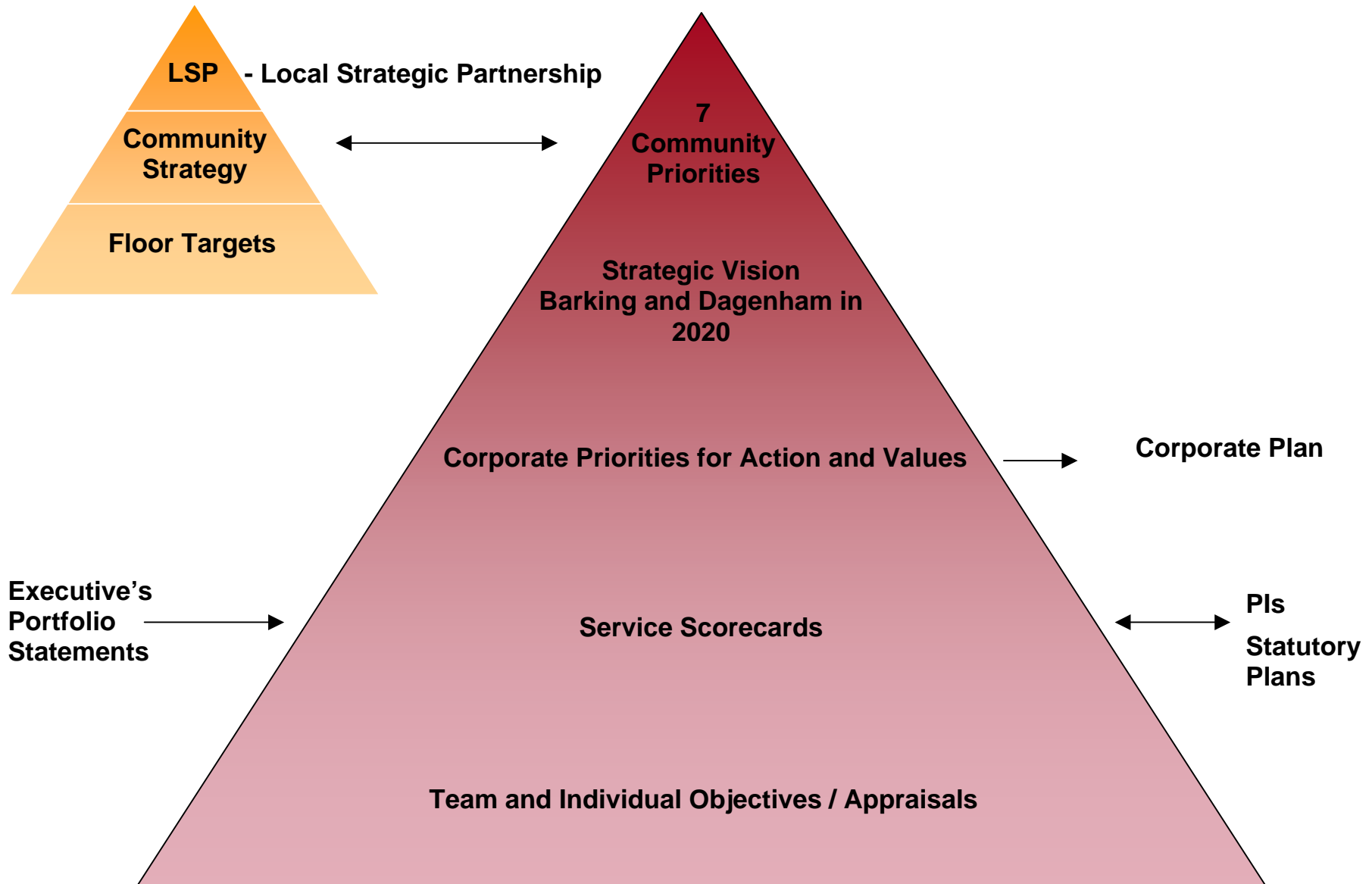
- 1 **RAISING GENERAL PRIDE IN THE BOROUGH** – Together we will:
 - promote arts, heritage, leisure and recreation for all;
 - celebrate what's excellent through events and publications;
 - promote pride and ambition in our area.
- 2 **PROMOTING EQUAL OPPORTUNITIES AND CELEBRATING DIVERSITY** – Together we will:
 - put equalities at the heart of the Council's service delivery;
 - celebrate everything that is good in the diversity of the community;
 - promote community cohesion.
- 3 **DEVELOPING RIGHTS AND RESPONSIBILITIES WITH THE LOCAL COMMUNITY** – Together we will:
 - enable the community to participate in decisions on how services are delivered;
 - listen to the voice of the community on how best to achieve the seven priorities;
 - encourage everyone to take responsibility for their locality.
- 4 **IMPROVING HEALTH, HOUSING AND SOCIAL CARE** – Together we will:
 - improve access to, and experience of health and social care;
 - tackle homelessness;
 - promote healthier lifestyles and independent living;
 - reduce teenage pregnancies;
 - improve fitness and reduce obesity;
 - build partnerships to enable a range of decent, affordable high quality private & social housing at the heart of sustainable communities;
 - provide more key-worker housing.
- 5 **MAKING BARKING AND DAGENHAM CLEANER, GREENER AND SAFER** – Together we will:
 - have the cleanest streets in London through improved environmental management;
 - increase the use of our many public spaces;
 - increase recycling;
 - reduce crime and anti-social behaviour and reduce the fear of crime.
- 6 **PROVIDING BETTER EDUCATION AND LEARNING FOR ALL** – Together we will:
 - give children the best possible start in life;
 - provide the right education, training and jobs;
 - create a Children's Department / Trust that meets the aspirations of *Every Child Matters*;
 - improve outcomes for Looked After Children, school attendance and exclusions.

7	REGENERATING THE LOCAL ECONOMY – Together we will:
	<input type="checkbox"/> improve skills and support to enterprise; <input type="checkbox"/> encourage businesses to invest; <input type="checkbox"/> increase job opportunities and raise income levels; <input type="checkbox"/> build a vibrant, sustainable future with excellent retail, leisure and transport services; <input type="checkbox"/> ensure outstanding outcomes in Barking Riverside, South Dagenham and Barking Town Centre.

<i>Put the Customer at the Heart of our Services</i>		<i>Deliver Value For Money Services</i>	
8	Focus on Customer Satisfaction – Together we will:	10	Align Service & Financial Planning to Deliver Corporate Priorities
	<input type="checkbox"/> provide outstanding customer services;		Together we will:
	<input type="checkbox"/> listen to our customers and staff;		<input type="checkbox"/> redirect Council resources to meet changing service needs and priorities;
	<input type="checkbox"/> set and publish standards for all services;		<input type="checkbox"/> continually review and link services plans with the Council's financial strategy.
	<input type="checkbox"/> systematically consult on those standards;	11	Improve Procurement Practice – Together we will:
	<input type="checkbox"/> involve staff in improving services;		<input type="checkbox"/> ensure we buy goods and services in the most cost effective way;
	<input type="checkbox"/> work in partnership to join up local services.		<input type="checkbox"/> develop effective use of e-procurement.
9	Provide Flexible and Accessible Local Services	12	Deliver the Council's Efficiency Agenda – Together we will:
	Together we will:		<input type="checkbox"/> continually review service provision to maximise efficiencies;
	<input type="checkbox"/> enable easy access to services;		<input type="checkbox"/> implement best practice from external and audit inspection reviews, support continuous improvement and deliver Value for Money across the Council
	<input type="checkbox"/> develop one-stop shops in Barking Town Centre and Dagenham Heathway;	13	Maximise Financial Resources – Together we will:
	<input type="checkbox"/> ensure customers can access services in a range of different ways including through the internet, e-mail and telephone.		<input type="checkbox"/> maximise funding streams and grants;
			<input type="checkbox"/> deliver identified savings and additional spending agreed through the annual budget process

<i>Deliver High Quality Services</i>		<i>Value and Invest in our Employees</i>	
14	Meet targets set out in the Local Area Agreement and Service Plans – Together we will:	18	Become an Employer of Choice – Together we will:
	<input type="checkbox"/> work effectively and efficiently with our partners;		<input type="checkbox"/> ensure Staff have the skills and support to deliver our priorities;
	<input type="checkbox"/> ensure all understand the part they play in delivering targets;		<input type="checkbox"/> communicate effectively with our Staff;
	<input type="checkbox"/> monitor progress and ensure developments are on track.		<input type="checkbox"/> ensure Staff can contribute to improve services.
15	Improve Comprehensive Performance Assessment Rating		Improve Leadership and Management – Together we will:
	Together we will:	19	<input type="checkbox"/> set higher standards of management and leadership competence;
	<input type="checkbox"/> identify weaknesses and work to overcome them.		<input type="checkbox"/> ensure the right support and development for managers.
16	Manage Risks to Services – Together we will:		
	<input type="checkbox"/> identify potential risks and plan to manage them.		
17	Ensure the Delivery of Key Projects – Together we will:		
	<input type="checkbox"/> work with our partners in business, the public sector and community to deliver transformational projects.		

Aim:
“Together we will build communities and transform lives”



- (1) Raising General Pride in the Borough
- (2) Promoting Equal Opportunities and Celebrating Diversity
- (3) Developing Rights and Responsibilities with the Local Community
- (4) Improving Health, Housing and Social Care
- (5) Making Barking and Dagenham Cleaner, Greener & Safer
- (6) Better Education and Learning for All
- (7) Regenerating the Local Economy

We will work in partnership to deliver the Community Priorities

- | | | | | | |
|---------------------------------------|--|--|-------------------------------------|---|-------------------------------------|
| (8) Focusing on Customer Satisfaction | (9) Providing Flexible and Accessible Local Services | (10) Aligning Service & Financial Planning to deliver the Corporate Priorities | (11) Improving Procurement Practice | (12) Delivering the Council's Efficiency Agenda | (13) Maximising Financial Resources |
|---------------------------------------|--|--|-------------------------------------|---|-------------------------------------|

We will put the Customer at the heart of our services

We will deliver Value For Money services

- | | | | |
|---|--|-------------------------------|--|
| (14) Meet targets set out in the Local Area Agreement and Service Plans | (15) Improve Comprehensive Performance Assessment Rating | (16) Manage Risks to Services | (17) Ensure the Delivery of Key Projects |
|---|--|-------------------------------|--|

We will deliver High Quality Services

- | | |
|-----------------------------------|--|
| (18) Become an Employer of Choice | (19) Improve Leadership and Management |
|-----------------------------------|--|

We will value and invest in our Employees

ACTION PLAN

This Action Plan prioritises the actions that will see the delivery of this strategy, it is a high level improvement plan that will be underpinned by detailed work plans that will chart delivery. This will provide a route map to achieve the objectives of this strategy and assist in delivering the Corporate Priorities for action. Barking and Dagenham recognises however that major changes to waste infrastructure and Community behaviour will take time to implement therefore realistic timescales with key milestones to guide delivery have been set. This action plan is a 'live' document and will as a minimum be revised annually as part of the service planning process.

Objective 1 - The cleanest streets in London

Main Action 1: Keep refuse off the streets - Main Indicator BVPI 199						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 1: The Council will implement a revised litter bin strategy.	All bus stops, schools, primary shopping centres and fast food outlets will have appropriate bin provision including street recycling bins	Increased resident satisfaction	Within estimates as detailed in the strategy	-Bins underutilised or misused by the public	Strategy Agreed April 2006 Fully Implemented by March 2007	Frontline Services manager
Action 2: new simple system devised with our refuse crews will be implemented that keeps the refuse inside the boundaries of our residents property	No waste presented on pavement or highway.	Increased resident satisfaction	£30,00 for publicity campaign	Refuse crews do not support the move/ Health and safety concerns	September 2006	Head of Environmental and Enforcement Services
Action 3: The Council will complete an extensive review of waste	Refuse containers for all homes in the Borough	Improvement in street cleanliness	Study and Consultation £75,000	Increased Community expectation	Report complete and presented to members by	Head of Environmental and Enforcement

containment and collection options			Delivery - as described in report.		September 2006	Services
Main Action 2 Increase Community Involvement - Main Indicator – Percentage of Residents who feel Involved						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 4: Introduce Street Leader scheme	80 Street Leaders recruited for representative Community groups	Improved Community participation and service quality feedback	Initially within estimates but will become part of the LAA	Negative impact on Community	Delivery plan agreed March 2006, Launch April 2006.	Waste and Recycling Manger
Action 5: Promote Community Clean up Days	1 day in each year in each Community Forum Area	Increased resident satisfaction	Within Estimates	Lack of Interest form Community	Launch February 2006	Waste and Recycling Manger
Action 6 : Tidy School Scheme Launched	Incentive scheme for the school that has the cleanest surrounds.	Improved Community participation/ cleanliness around schools	Within delivery plan Plan	Low interest form Schools	Delivery plan agreed July 2006 - Launch September 2006	Environmental Services Manager
Main Action 3 Implement the LGA Reputation Project - Main indicator - PSA 8						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 7: adopt a highly visible, strongly branded Council cleaning operation	Pride in the Borough for all frontline environmental services.	public satisfaction with Council services improving	Within project plan	Campaign message not understood	Roll Out to Street scene complete April 2006 Housing Services May 2006	Communication and Marketing Manager
Action 8: No gaps or overlap between Council and partner cleaning	Weekly joint tasking meeting and to include	Performance and outcomes will be managed	Training estimated at £10,000	Budgets silos maintained,	August 2006	Joint Tasking group chair

responsibilities	external partners on a 6 weekly basis	across service and partners boundaries.	capital investment of around £75,000 in handheld technology	no cooperation from partners		
Action 9: set up one phone number for the public to report local environmental problems.	Number is 020 8215 3000	Increased resident satisfaction	Within Customer 1 st Business plan	Low risk	Complete	Head of Customer First
Action 10 deal with 'grot spots'.	Fly tips and other environmental problems removed in line with service standards	Increased resident satisfaction	Around 200K per year for 'rogue' sites	Owners of land cannot be identified	Ongoing	Enforcement Manager
Action 11 remove abandoned vehicles within 24 hours	BV218a&b	Increased resident satisfaction	Within estimates	Small financial risk	Ongoing	Reactive enforcement team leader
Action 12 win a Green Flag award for at least one park.	4 parks 2006/7	Increased resident satisfaction BV119	As described in Parks and Green Spaces Strategy	Vandalism and lack of Community ownership	Application annually	Group Manager for Parks
Action 13 educate and enforce to protect the environment in partnership with Police Safer Neighbourhoods teams	Enforcement Action taken in Line with enforcement Policy At least one visit made to all schools by street wardens	Year on year increase in enforcement action allied to a year on year decrease in incidents of envirocrime.	Within Envirocrime strategy	Public reaction to increased enforcement Enforcement Action fair to all Community groups	Envirocrime strategy published annually	Enforcement Manager/Police Borough Liaison Officer

Main Action 4 – Protect the Victim – Main Indicator - Resident Satisfaction with Individual Schemes

Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 14 The Council will continue the alley gating programme which will include the provision of appropriate storage and refuse removal facilities from flats above shops..	22 secondary shopping parades completed 100 alley gates installed	Increased resident satisfaction	£350,000 from capital programme	Facilities are not used effectively	Started 1 st March 2006	Enforcement Manager

Objective 2 - the greatest waste reduction and highest recycling and composting rates in London

Main Action 5 - Reduce and Reuse - Main Indicator – kg of Waste per household

Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 15: The Council will promote home composting through offering a free/subsidised composting bin service	2000 bins per year	350 tonnes/year removed from waste stream	£35,000/yr	No waste reduction; -Low participation	2000 bins per year for three years.	Waste and Recycling Manger
Action 16 : Marks Gate Community Composting Scheme	100 households taking part	150 tonnes/year removed from waste stream	£75,000/yr £25,000 to LBBD	No waste reduction; -Low participation	2 year Pilot	Environmental Sustainability Team Leader
Action 17 : Promote Mail Preference Service	1500 households take part	250 tonnes/year removed from waste stream	£1,250	No waste reduction; -Low participation	1 year Pilot	Waste and Recycling Manger
Action 18 : The Council will work with Shanks East	All RRCs to have	1050 tonnes/year	None to LBBD- within	No waste reduction;	1 st April 2006	Waste and Recycling Manger

London in partnership with a Community refurbishment group to reuse white goods and furniture items	furniture/white goods exchange/reuse	removed from waste stream	IWMS	-Low participation		
Action 19 : Better Management of Trade Waste Entering the Domestic waste stream	As described in Environmental Crime Strategy	1500 tonnes/year removed from waste stream	Within Estimates	Reaction to enforcement action	Pilot during 2006/7	Enforcement Manger
Action 20 : Waste Characterisation Data will be used to review existing schemes and recommend way forward	Report outlining findings of study	Information on waste characteristics available	Part of IWM contract	Waste sampled not representative of waste stream	Study Dec 2006 Options Report April 2008	Waste and Recycling Manager

Main Action 6 - Recycle and Compost - Main Indicator – Percentage of Waste Recycled or Composted – Residents Satisfaction with recycling facilities

Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 21 : Deliver the ELWA/ LBBD recycling promotion strategy	As described in strategy	Additional 1% per year recycled	Part of IWM contract with £30,00 from LBBD	No increase in participation rates	Annual Plan	Waste and Recycling Manager
Action 22 : Complete Roll Out to High rise Properties	100% coverage of Borough	0.8% per year recycled	Within capital scheme	Logistical problem/ Low take up	90% end 2005/06 100% September 2006	CHMs/ Waste and Recycling Manager
Action 23 : Identify and work with BME communities where participation rates are low.	Increased participation rates in BME communities	Increased resident satisfaction in BME groups	Within estimates	BME groups feel marginalised	Review underway in Newham. Implement communication scheme in April 2007	Head of Environmental and Enforcement Services
Action 24 : Achieve 60% recycling rate from RRC	Based on Tonnages in IWM contract	8% rising to 8.8% per year recycled	Part of IWM contract	Technology inadequate	Anticipated August 2006	Shanks.east London

Action 25: Effective Bring Sites	As described in Bring Site Strategy	1.3% decreasing to 1% per year recycled	Part of IWM contract	Bring sites become increasingly irrelevant	Strategy Agreed August 2006	Shanks.east London
Action 26 : residual Glass and metals recycled through MBT	As described in IWM contract	5% per year recycled	Part of IWM contract	Managed through ELWA board	Commission 1/9/06	ELWA Board
Action 27 : Introduce Textiles and cardboard to orange bag scheme	Full Kerbside collection	0.5% rising to 1.5% per year recycled	Part of IWM contract	Technology inadequate	Pilot starts 1 September 2006	Waste and Recycling Manager
Action 28 : Extend recycling to trade waste	Participation rate	No target set during pilot	Within charging policy	Price uncompetitive	Pilot starts 1 September 2006	Commercial Services Manager
Action 29 : Introduce kerbside green waste collection	appointment system moving to fortnightly collections.	4% rising to 5.5% composting rate	£28 per tonne for collection disposal within IWM contract	Low take up. Insufficient composting sites.	20 March 2006 - appointment full kerbside mid Sept2006	Waste and Recycling Manager
Action 30 : Divert additional waste to RRC MRF	All bulky waste and flytips	1% per year recycled	Part of IWM contract	Capacity	From 2015	Waste and Recycling Manager
Action 31 : Increased Effect of Waste Minimisation	As described by main action 5	Equivalent of 4.45% recycled due to reduced waste volumes	As described by main action 5	Reduction doesn't materialise	Estimate based on 2020	Head of Environmental and Enforcement Services
Action 32 : Introduce policies to increase participation rates	Possible incentive, differential charging or enforcement scheme	4% recycled	Unknown	Dependant on legislation and learning form other schemes.	Proposal brought to member by 2010	Head of Environmental and Enforcement Services
Action 33 : Take advantage of low cost opportunity to maximise recycling/	recycling of Street Sweeping,	Up to 1% of waste recycled.	Each proposal considered on its merits	Lack of consistent approach	Quarterly review of proposals	CGS Board

composting	Composting leaf fall Cardboard in barking Market					
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Objective 3 - deliver effective, efficient and customer focused services that demonstrate value for money

Main Action 7 - Reinvest efficiencies in Priority Services – Main indicator - Annual Efficiency Statement						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 34 : The Council will introduce co-collection of domestic and recycled waste	Co-collection scheme in place	Cost-effective, efficient collection methods that responds to customers' expectations	£234,500 saving in year one and £402,900 in subsequent years	Technology failure and public perception	1 September 2006	Head of Environmental and Enforcement Services
Action 35 : Public Awareness campaign to accompany move to co-collection	Intensive awareness raising up to 1 st September 2006	Minimal reduction in recycling	£45,000. Partially funded from ELWA publicity campaign	Lack of public confidence in recycling	During July and August 06	Head of Environmental and Enforcement Services
Action 36 : The Council will introduce a high performing chargeable bulky waste collection service along side the existing free service	Introduction of a 48 hour collection for paid bulky waste and the existing 15 day free service maintained	-Improved appointment system and efficiency gains in bulky waste collections; -Cost effective service for trade	Savings of £85,000 estimated over a full year	-Negative reaction from residents; -slightly increased risk of fly tip but mitigated by existing	June 2006	Head of Environmental and Enforcement Services

		waste;		scheme in place		
Action 37 : The Council will redesign the Street Cleaning service to develop and effective 7 day a week service.	The right person in the right place at the right time with the right training and equipment	Higher resident satisfaction with cleanliness of streets/ BV199	Efficiency from action 34 reinvested to assist delivery of review	Resource made available do not meet expectation	Review presented to members as part of budget setting process	Head of Environmental and Enforcement Services
Action 38 : The Council will reduce the number of agency staff to minimum levels to allow better investment in building staff confidence and performance	No vacancy covered for more than 1 month by agency employee	High performing individuals and teams	Adapted to meet budget estimates	negotiation needed	By August 2006	Head of Environmental and Enforcement Services
Action 39 : Single status implemented for all Enforcement and Environment Staff	All staff move to revised contracts	High performing individuals and teams	Adapted to meet budget estimates	negotiation needed	By August 2006	Head of Environmental and Enforcement Services
Main Action 8 – Improve Customer Focus – Main indicator – Customer Satisfaction						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 40: The Policy Performance and Planning Team will lead a programme of service improvement groups and business process reengineering in response to customer feedback and best practice in order to improve performance indicators, customer satisfaction and reduce the	Improved performance indicators and customer satisfaction and reduced complaints	All personal development plans fully funded and programme of service improvement groups complete annually	Within estimates for planning work but implementation plan will include resource identification	Improvements may not result	Annual review of effectiveness	Customer Services DMT

number of complaints around service delivery						
Action 41: The Council will provide recycling opportunities in every school in the Borough.	all schools included in the scheme.	157 tons of recyclables	£18,750 secured capital cost (Environmental Management budgets)	low risk	End March 2007	Waste and Recycling Manager
Action 42 : The Council will promote the introduction of sustainable waste management elements into the National Curriculum.	-Every school in the Borough will have at least one educational visit per year	-Increased understanding across age groups	Shanks'/LBBD communication budget	Lack of commitment from schools	Annual review of effectiveness	Waste and Recycling Manager/Shanks Education Officer
Main Action 9 - Encouraging Waste Efficient New Development and Business – Main indicator – success of individual schemes						
Actions	Targeted Output	Targeted Outcome	Resources	Risk Involved	Timescale	Responsibility
Action 42: Secure the Plastics Facility plant in Dagenham Docks, which may also process plastic from the municipal waste stream.	Plant to become operational subject to financing	-The Borough to process more of its own waste; -Positive image of Borough championing waste recycling technology	-Officer time; -Private sector financing	Securing financing and planning approval May not be economically viable for Shanks	June 2006	Economic Development Team
Action 43 : The Council will use its enforcement powers to ensure all businesses comply with their duty of care around waste.	All businesses in the Borough are visited annually by an enforcement officer	All businesses in the Borough have proper collection and disposal methods	Within current estimates	Trader reaction	An annual review	Enforcement Manager
Action 44: Publicise the Green Office Guide and set up a Green Champions	Publish Green Office Guide in 2006	-Increased awareness; -Reduced waste	Existing resources (Planning and	Low level of implementation	October 2006	Environmental Sustainability

Group.		- increased recycling from Council buildings	Transportation budgets)			
Action 45: The Council will work with Shanks East London to introduce the Orange bag scheme in all Council buildings by 2006.	Scheme implemented	-All Council offices to participate in the Orange bag scheme	£15,000 for capital costs	Low risk	March 2006	All Buildings managers
Action 46: In conjunction with the London Environment Centre, the Council will encourage businesses to set up a Waste Club/ Material Exchange in the Borough.	Start a column in Newsletter Plus where businesses can advertise waste products they have or need	-Less commercial and industrial waste produced in the Borough;	within existing estimates	Businesses not interested	Mid 2006	Economic Development/ Barking and Dagenham Chamber of Commerce
Action 47 : The Council will promote the PAN on Refuse and Recycling Provisions in New and Refurbished Residential Developments to developers.	Process in place	More new developments incorporate the correct type of facilities	Officer time	Developers do not follow guidance	March 2006	Service Manager
Action 48 : All Council Sponsored regeneration schemes will meet the provisions of the PAN on Refuse and Recycling Provisions						
Action 49: In conjunction with the London Environment Centre, the Council will promote waste prevention and recycling through the Green Mark	Green Mark to work with 80 companies on environmental audits and improvement	More resource efficient businesses in the Borough	-Officer time; -The London Environment Centre funds	Businesses not interested	80 companies signed up end 2009	Economic Development

Award.	measures in the Borough over the next 3 years.					
Action 50 : Set up of an Environmental Technology Resource Centre for London (ETRCL) to showcase best practice in sustainable waste management and coordinate green business chains exchanging their waste.	ETRCL to be set up	-Borough at the cutting edge of sustainable waste management practice and technology	Private and Public sector financing; - Officer time	Securing financing , ensuring it remains a London Development Agency priority	End 2007	Economic Development / Service Managers
Action 50: The Council will produce a Joint Waste Development Plan Document (DPD) in conjunction with the other three ELWA Boroughs (LB Havering, Redbridge, Newham, and B&D).	Joint Waste DPD will be produced on a partnership basis	-Compliance with Planning Policy Statement 10 - Strategic planning guidance on waste management facilities in the Borough for the next 10/15 years	Existing Planning Delivery Grant and Planning & Transportation Budgets	-Deadlines not met; -Difficulties in forecasting demand for waste facilities from the Commercial & Industrial and Construction & Demolition	By 2008/9	Service Managers
Action 51: The Council will improve its green procurement performance by incorporating into corporate procurement system	Training provided and systems reviewed	B2 status achieved	to be included as part of corporate procurement strategy	Lack of ownership	Proposal brought to CGS Board by December 2006	Finance (Procurement)

<p>Action 52: The Council will use its purchasing power to ensure contractors and suppliers adopt green processes</p>	<p>All Council contracts to include a clause about green business processes</p>	<p>Improved waste reduction and recycling performance</p>	<p>within estimates</p>	<p>Lack of enforcement power and potential increase in contract costs</p>	<p>Proposal brought to CGS Board by December 2006</p>	<p>Finance (Procurement).</p>
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LEGAL OBLIGATIONS

National Legislation

C.1 Environmental Protection (EPA) Act 1990

EPA 1990 is a regulatory regime that is designed to implement an integrated (air, land and water) approach to environmental regulation and protection. It sets out a wide range of environmental legislation and is the primary act (along with the associated regulations) that controls how waste is managed. Part II of the Act sets out the main legislation for dealing with duties and responsibilities in relation to waste management.

Duty of Care

Section 34 of the EPA 1990 introduces a statutory Duty of Care applicable to all those producing and handling waste. This places a general duty on anyone who has responsibility for controlled¹⁰ waste (waste producers, or anyone else who imports, carries, keeps, treats or disposes of it) to ensure it is managed properly and recovered or disposed of safely. This includes Barking & Dagenham, as a waste collection authority.

The Duty of Care Regulations 1991 provides the basis for a mandatory system of transfer notes, which must be completed when waste is transferred between parties. However, the Duty of Care is designed to be a self-regulating system, based on a code of good practice. In order to meet their duty, Barking & Dagenham are required to: In order to meet their duty, authorities are required to: prevent the escape of waste in their control; transfer waste only to someone who is authorised to accept it; ensure that waste is handled lawfully by others; and, upon transfer, provide details of the waste including a written description.

Local Authority Responsibilities

Sections 45-61 of the EPA 1990 set out the roles of waste collection and disposal authorities, which must be reflected in any strategy. These were amended by Section 62 of Schedule 22 of the Environment Act 1995.

C.2 Landfill Regulations 2002

The Landfill (England and Wales) Regulations 2002 came into force in 2002. They implement the requirements of the EU Landfill Directive (1999/31/EC). The Landfill Directive aims to deal with the social, environmental and economic impacts of landfill over its whole life cycle. It contains a mix of strategic objectives for reducing the amount and nature of wastes going to landfill, together with strict provisions for the regulation and management of landfills.

Key Directive provisions for Councils relate to the gradual reduction of biodegradable municipal waste (BMW)¹¹ going to landfill and the promotion of alternatives such as recycling, composting and energy recovery from waste. To this effect, the Directive contains three, national targets aimed at reducing the amount of BMW disposed to landfill:

¹⁰ Controlled Waste" is defined in section 75 of the EPA 1990. It includes: household waste; industrial waste; and commercial waste. Wastes handled by Councils are controlled wastes subject to regulation.

¹¹ The Directive defines BMW as that which is capable of undergoing anaerobic or aerobic digestion, such as food and garden waste, paper and cardboard.

- reduce the amount of BMW land filled to 75 percent of that produced in 1995 by 2010;
- reduce the amount of BMW land filled to 50 percent of that produced in 1995 by 2013; and
- reduce the amount of BMW land filled to 35 percent of that produced in 1995 by 2020.

To ensure that the UK will meet these targets, the Government has set BMW disposal allowances for each waste disposal authority. These are controlled by provisions made under the WET Act and have an impact on Barking & Dagenham's strategy for management of BMW.

The Directive has also brought other changes in waste management that have implications for Barking & Dagenham, including:

- a complete ban on the landfill of liquid wastes, infectious clinical wastes and certain hazardous wastes;
- a complete ban on the landfill of tyres by 2006 (by July 2003 for whole tyres, July 2006 for shredded tyres);
- the requirement for separate landfills for hazardous, non-hazardous and inert wastes; and
- the introduction of a requirement for treatment of waste prior to landfill and the establishment of acceptance criteria for waste arriving at sites.

Meeting the requirements of the Landfill Regulations 2002 will increase the cost of using landfill as a means of disposal, which may have major implications for ELWA and Barking & Dagenham's budgets, particularly for the landfill of hazardous waste.

C.3 Landfill Tax Regulations 1996

In addition to the increased costs of using landfill that will result from the Landfill Regulations 2002, the Landfill Tax Regulations 1996 impose a duty on landfill based on the weight of waste deposited. The rate of tax varies according to the type of waste disposed, with a lower rate set for inert waste than active wastes. Since 1996 Landfill Tax has been increasing for active wastes at a rate of £1 per tonne per year, however, from this year this will increase by £3 per tonne per year on the way to a medium to long-term rate of £35 per tonne. The landfill tax rate for 2006/07 is £21 per tonne.

C.4 Waste and Emissions Trading Act (WET Act) 2003

The WET Act is intended to ensure the country meet its national targets for reducing the amount of BMW disposed to landfill. It is implemented through the Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004, which came into force on 22 July 2004.

The Act provides a framework for the Landfill Allowance Trading Scheme (LATS), a system whereby tradable landfill allowances will be allocated to waste disposal authorities each year. Each waste disposal authority will be able to determine how to use its allocation of allowances in the most effective way. It will be able to trade allowances with other authorities, save them for future years (bank) or use some of its future allowances in advance (borrow).

Inter-year trading may be allowed i.e. authorities can use allowances issued in one year for a different year. However, in each of the three 'target' years (2010, 2013 and 2020), authorities will only be able to use the allowances issued in that year so that the UK meets its European obligations.

A fixed penalty, currently set at £150 per tonne of excess BMW sent to landfill, will be enforced if Councils do not have sufficient permits for the waste they landfill. LATS was launched in full on 1 April 2005 and has significant implications for both ELWA and Barking and Dagenham's waste management strategy. ELWA's requirements are set out in the revised joint waste strategy. The current strategy adopted by ELWA and LBBD in 19996, goes a long way to meeting these requirements. The existing waste disposal contract is heavily geared to diverting municipal waste away from landfill.

C.5 National and Statutory Recycling and Composting Standards

In order to comply with the Landfill Directive, the Government established a series of recovery targets for municipal waste in their *Waste Strategy 2000*. Government recognises that an essential part of achieving these is the drive towards more household recycling and composting. The key national targets are:

- recycle or compost at least 25 per cent of household waste by 2005
- recycle or compost at least 30 per cent of household waste by 2010
- recycle or compost at least 33 per cent of household waste by 2010

- recover¹² value from 40 per cent of municipal waste by 2005
- recover value from 45 per cent of municipal waste by 2010
- recover value from 67 per cent of municipal waste by 2015

In order to achieve the national recycling and composting level of 25 per cent of household waste by 2005, statutory Best Value performance standards have been set for both waste collection and waste disposal authorities for 2003/04 and 2005/06. Barking and Dagenham's recycling and composting target for 2005/06 (this year) is 18%.

C.6 Local Government Act 1999

All Councils with responsibility for waste management, including Barking & Dagenham, have been designated Best Value authorities under the Local Government Act 1999, and are subject to the duty of Best Value. Under this duty, Barking & Dagenham is required to deliver services to clearly defined standards, including cost and quality. This must be done by the most effective, efficient and economic means available, with a view to continuously improving services. As part of this initiative, Barking & Dagenham has been set a number of Best Value Performance Indicators (BVPI) for its waste management services (see table below).

¹² Recover refers to through recycling, composting, other forms of material recovery or energy recovery via waste combustion

Environment - Waste and Cleanliness

PI Ref.	Performance Indicator	Barking & Dagenham Performance				Nationwide and London Comparisons 2003/04				Comparisons with Neighbouring Boroughs 2003/04				
		Actual 2003/04	03/04 Banding	Target 2004/05	Actual 2004/05	03/04 to 04/05	Target 2005/06	Target 2007/08	Top 25% National	Top 25% London	Redbridge	Havering	Newham	
National Indicators for 2005/2006														
Recycling														
BV82a	Percentage of household waste arising which have been sent by the Authority for recycling	5.77%	better	10%	9.88%	better	20%	25%	18%	9.57%	7.54%	5.51%	+	
(f) new for 05/06	Total tonnage of household waste arising which have been sent by the Authority for recycling						Data collected in 05/06 will be used to establish baseline		Available Dec 2006				New PI for 2005/06	
Composting														
BV82b	Percentage of household waste sent by the Authority for composting or treatment by anaerobic digestion	0.9%	better	see (52a)(i) and note	4.14%	better	see (52a)(i) and note	6.01%	2.68%	2.05%	2.05%	No data	-	
(f) new for 05/06	Total tonnage of household waste sent by the Authority for composting or treatment by anaerobic digestion						Data collected in 05/06 will be used to establish baseline	Available Dec 2006					New PI for 2005/06	
BV84a	Number of kilograms of household waste collected per head of the population	542.4	better	569	543.37	worse	588	605	390	438.19	546.8	524.45	+	
BV84b new for 05/06	Percentage change from the previous financial year	-12.52%	better	not set	0.18%	worse	7.85%	2.90%	0.33%				New PI for 2005/06	
BV86	Cost of household waste collection per household	£39.53	n/a £	£44.09	£44.88	n/a £	£45.08	£49.9	£50	£38.91	£19.34	£34.8	-	
BV91	Percentage of households resident in the authority's area served by kerbside collection of:													
(a)	recyclables	49.1%	better	75%	78.86%	better	82%	85%	100%	87.34%	93.81%	36.34%	+	
(b) new for 05/06	at least two recyclables								Available Dec 2006				New PI for 2005/06	
Local Street and Environmental Cleanliness														
BV199	Proportion of relevant land and highways that is assessed as having combined deposits of litter and debris that fall below an acceptable level	4.7%	n/a	40%	36.07%	better	30%	25%	14%	16.5%	-	40%	-	
(b) new for 05/06	Proportion of relevant land and highways from which unacceptable levels of fly-tipping are visible								Available Dec 2006				New PI for 2005/06	
(c) new for 05/06	Proportion of relevant land and highways from which unacceptable levels of fly-tipping are visible								Available Dec 2006				New PI for 2005/06	
(d) new for 05/06	Year-on-year reduction in total number of incidents and increase in total number of enforcement actions taken to deal with fly-tipping								Available Dec 2006				New PI for 2005/06	
National Indicators not required for 2005/2006														
BV99	Percentage of people satisfied with the cleanliness standard in their area	47.51% (+1-4%)	worse (00/01 to 03/04)				Next due for survey 08/07	57.8%	68%	57%	44%	45%	60%	+
BV90	Percentage of people expressing satisfaction with:													
(a)	Household Waste Collection	73.68% (+1-4%)	worse (00/01 to 03/04)					85.1%	89%	76%	75%	77%	77%	+
(b)	Waste Recycling (recycling facilities)	49.68% (+1-4%)	worse (00/01 to 03/04)					57.8%	75%	60%	58%	56%	40%	+
(c)	Waste Disposal (civic amenity sites)	69.38% (+1-5%)	worse (00/01 to 03/04)					80.9%	84%	70%	68%	61%	65%	+

Note
 Grey cells in the Nationwide and London comparisons column refer to indicators that are unavailable for summary statistics or for national summary figures, although the data is collected. BVs 82a and b targets are for the total tonnage of household waste which has been recycled and composted. BV82b Definition has been amended to include waste which has been treated through a process of anaerobic digestion. BV86 only showed provisional figure - £36.46 in last year's plan, now requiring actual.
 National Indicators not required for 2005/2006
 BV89 and 90a-c - This survey will be placed during 2006.

C.7 Household Waste Recycling Act 2003

The Household Waste Recycling Act 2003 came into force on the 30 October 2003. It requires English waste collection authorities, including Barking & Dagenham, to collect at least two recyclable materials from households separate from residual waste by 31st December 2010. Subsequent guidance from Defra helps define what 'a material' is. There is an exception to this where the cost of collection is unreasonably high, and where comparable alternative arrangements are in place.

C.8 Waste Minimisation Act 1998

The Waste Minimisation Act became law in November 1998. It gives a local authority the power to *'do or arrange for the doing of anything which in its opinion is necessary or expedient for the purpose of minimising the quantities of controlled waste, of any description, generated in its area'*.

C. 9 Animal by Products Regulations 2003

The Animal By-Products Regulations (ABPR) 2003 came into force in England on 1 July 2003. This is the enforcing legislation for the EU Regulation on Animal By-Products (No. 1774/2002), laying down health rules concerning animal by-products not intended for human consumption.

These regulations impose a number of restrictions on the handling and treatment of waste that contains, or potentially contains, animal by-products. It is likely to affect all those who deal with animal by-products, including Barking & Dagenham, as a waste collection authority.

The ABPR divide animal by-products into three categories and stipulate the means of collection, transport, storage, handling processing and use or disposal for each category. The issuing of approvals is the responsibility of the State Veterinary Service. The regulations are likely to have implications on recycling and composting through the different controls placed on composting processes (depending on the types of waste being composted). Barking & Dagenham, together with ELWA, must take this into account when developing composting services.

C. 10 Hazardous Waste Regulations

The municipal waste stream contains waste that may have hazardous properties and require special handling and disposal arrangements as part of the waste collection service. There are increasing legislative requirements for the separate collection of specific hazardous household wastes that have implications for Barking & Dagenham's waste management strategy.

An important piece of legislation that will impact hazardous household waste is the Hazardous Waste Directive (HWD) (91/689/EEC), which aims to provide a precise and uniform European-wide definition of hazardous waste and to ensure the correct management and regulation of such waste.

The HWD defines hazardous waste as wastes featuring on a list – the European Waste Catalogue (EWC) – drawn up by the European Commission, because they possess one or more of the hazardous properties set out in the HWD. The EWC is subject to periodic review, the most recent being in 2002.

The EWC 2002 came into force on January 2002. Its introduction means that some waste streams previously defined as non-hazardous are classified as hazardous. EWC 2002 has yet to be formally transposed into UK law but when it is, certain household items such as fridges and items with cathode ray tubes (television and computer monitors) will be classified as hazardous. Defra is considering how these items will be treated under proposed new regulations for hazardous waste. Two sets of regulations are currently being proposed and are subject to public consultation: the List of Wastes Regulations, which will transpose the EWC and; the Hazardous Waste Regulations, which will replace the Special Waste Regulations 1996.

C. 11 End of Life Vehicles Regulations 2003

The EU End of Life Vehicles (ELV) Directive 2000/53/EC aims to reduce, or prevent, the amount of waste produced from ELVs and increase the recovery and recycling of ELVs that do arise.

The Directive became European law on 21 October 2000 and Member States should have transposed it into national law by 21 April 2002, but none were able to do this. Instead, the End-of-Life Vehicles Regulations 2003 (SI 2003/2635) came into effect on 3 November 2003. These regulations transpose most of the Directive's provisions into national law. In particular they:

- require that certain components are marked to aid recovery and recycling, and that information is provided to facilitate dismantling;
- contain challenging targets for reuse and recycling of ELV components (by 2006 reuse or recycle at least 80% and recover at least 85% of ELVs; by 2015 reuse or recycle at least 85% and recover at least 95% of ELVs);
- require the establishment of adequate systems for the collection of ELVs, and specifies the site, storage and operating standards that must be met by businesses permitted to treat ELVs;
- require that ELVs can only be scrapped ('treated') by authorized facilities, which must meet specified environmental treatment standards; and
- introduce a Certificate of Destruction to improve vehicle agency records.

The remaining Directive provisions, articles 5 and 7 relating to producer responsibility, have not yet been transposed in to UK law, but will shortly be implemented through the End-of-Life Vehicles (Producer Responsibility) Regulations 2004. These state that:

- owners must be able to have their complete ELVs accepted by collection systems free of charge, even when they have a negative value, from 1 January 2007 at the latest; and
- producers (vehicle manufacturers or professional importers) must pay 'all or a significant part' of the costs of take back and treatment for complete ELVs.

C. 12 Ozone Depleting Substances Regulation 2000 (2037/2000)

ELWA has entered into an agreement with Shanks East London to ensure that fridges and freezers are recovered appropriately. The introduction of the Ozone Depleting Substances Regulation 2000 (2037/2000) brought about new requirements for the disposal of fridges and freezers. The regulations came into effect on the 1 January 2002 and require that CFCs are extracted from the insulation foam in domestic fridges and freezers prior to final disposal or recovery. This recovery is in addition to the 'degassing' of cooling circuits that authorities have carried out for some time.

C. 13 Waste Incineration Regulations 2002

The Waste Incineration Regulations 2002 came into effect on 28 December 2002, in order to implement the EC Waste Incineration Directive (WID) (2000/76/EC).

The main aim of the WID is to 'prevent and limit negative environmental effects by emissions into air, soil, surface and ground-water, and the resulting risks to human health, from the incineration and co-incineration of waste'. It seeks to achieve this by requiring the setting and maintaining of stringent operational conditions, technical requirements and emission limit values for plants incinerating and co-incinerating waste. As such it is not

directly concerned with the place of incineration in waste management strategies, but with ensuring that incinerators continue to be tightly regulated.

The requirements of the WID apply to virtually all waste incineration and co-incineration plants, going beyond the requirements of the 1989 Municipal Waste Incineration (MWI) Directives (89/429/EEC and 89/369/EEC). The WID also incorporates the Hazardous Waste Incineration Directive (94/67/EC) forming a single text on waste incineration. The WID will repeal these three Directives from 28 December 2005.

C.14 Producer Responsibility Obligations (Packaging Waste) Regulations 1997

The Producer Responsibility Obligations (Packaging Waste) Regulations 1997 came into force in the UK in March 1997. They aim to achieve a more sustainable approach to packaging waste, reduce the amount of packaging waste going to landfill and implement the recovery and recycling targets set out in the EC Directive 91/62/EC on Packaging and Packaging Waste.

The regulations place legal obligations on businesses with a turnover of more than £2 million and who handle more than 50 tonnes/year of packaging to recover and recycle certain tonnages of packaging waste each year. Companies can reduce their obligation by reducing the amount of packaging they handle.

Obligated producers need to obtain Packaging Recovery Notes (PRNs) from an accredited re-processor as evidence that recycling or recovery has occurred. An accredited re-processor is a company that performs a recognised reprocessing activity (for example, glass recycling or energy recovery), which has been accredited by the Environment Agency (UK businesses).

The regulations have no direct obligations for Barking & Dagenham. However, in order for the UK to meet proposed increased targets for packaging waste, more packaging waste will need to be extracted from the domestic waste stream. Barking & Dagenham have a role to play in achieving this, by expanding kerbside recycling collection and promoting other recycling schemes and facilities.

C.15 Cleaner Neighbourhood and Environment Act 2005

On 7 April 2005 the Clean Neighbourhoods and Environment Bill received Royal Assent, and became the Clean Neighbourhoods and Environment Act. The measures contained within the Act deal with many of the problems affecting the quality of the local environment, which forms part of a continuum of anti-social behaviour, vandalism, disorder and levels of crime.

It provides Barking and Dagenham with more effective powers and tools to tackle poor environmental quality and anti-social behaviour. In particular the Act includes sections on crime and disorder, nuisance and abandoned vehicles, litter, graffiti, waste, noise and dogs.

Forthcoming Regulation

C.16 Waste Electrical and Electronic Equipment Directive (2002/96/EC)

The EU Directive on Waste Electrical and Electronic Equipment (WEEE) became European law in February 2003 and should have been transposed into UK law by 13 August 2004. However, the Government has yet to transpose this Directive. A final round of stakeholder consultation ended in October 2004.

In terms of WEEE in the household waste stream, the Directive sets a collection target of 4kg per householder per year. It requires the UK to establish separate collection systems to allow householders to return WEEE free of charge – a so-called network of designated collection facility (DCFs).

DCFs are likely to include take back facilities at retailers and civic amenity sites. The criteria for becoming a DCF have not yet been established. The Government is currently proposing that retailers (who have collection obligations under the Directive) pay into a fund to help Councils provide improved WEEE collection facilities at civic amenity sites.

All WEEE which is separately collected must be transported for specialist treatment and recycling although importantly producers (importers and manufacturers of goods) will be required to meet both these onward transport costs and processing costs. There are practical difficulties associated with requiring producers to organise the collection of WEEE from DCFs. Problems include the high number of producers relative to the number of DCFs, the need to ensure sites are cleared quickly and efficiently, contractual arrangements between DCFs and producers etc. Developing legislation which is both workable and enforceable is complex and this is the reason for the delay in implementation. Recent indications are that legislation will be in place by January 2006.

C.17 Batteries Directive Proposals

Proposals for a new Directive on batteries and accumulators were issued by the European Commission on 24 November 2003. The reasons proposed for a new Directive are that existing legislation on batteries (Directive 91/157/EEC on Batteries and Accumulators Containing Dangerous Substances) only covers an estimated 7% of consumer batteries on the EU market. These are batteries with a certain mercury, lead and cadmium content. The new Directive will apply to all types of batteries irrespective of their shape, weight, composition or use.

The main aspects of the legislation that are likely to affect Barking & Dagenham are the following proposed collection and monitoring obligations:

- collection schemes for used consumer batteries are to be established. These are to be free of charge to the consumer;
- a collection target of 160 grams per inhabitant for spent consumer batteries is to be met within 4 years of the Directive being transposed into UK law;
- 80% of portable nickel cadmium batteries are to be collected within 4 years of the Directive being transposed; and
- the quantity of spent portable nickel cadmium batteries entering the municipal solid waste stream is to be monitored.

There are also recycling obligations, including a proposed 90% of collected consumer batteries to be recycled, with a 55% recycling efficiency.

Although it is undecided who is to finance the collection and recycling of batteries, Barking & Dagenham are likely to see some increased costs through monitoring and reporting requirements.

Defra anticipate that, if adopted, the Directive would need to be transposed into national law by 2007. The collection, monitoring and recycling efficiency targets for all battery types would then need to be reached by 2011.

Regional Policies and Proposals

C.18 Mayor of London's Municipal Waste Management Strategy

In his Municipal Waste Management Strategy ⁽¹³⁾, the Mayor of London sets out a number of policies and proposals that he believes are needed to achieve the objectives of his Strategy for London's waste. Barking & Dagenham must have regard to these in the development of its waste strategy.

The Mayor is given a power to direct waste authorities in how they exercise their statutory functions, but only after consultation and full consideration of the circumstances within that authority. As such, the proposals laid out in the Mayor's Strategy are not prescriptive about the specific measures needed, but outline actions considered necessary to achieve policy objectives and meet targets. If a proposal is not implemented Barking & Dagenham will need to demonstrate that, due to local circumstances, there is a better way to meet the policy objective.

The timescales for implementing the proposals will vary, depending on the current situation in each authority. Each proposal is given a priority, 'high', 'medium' or 'low'¹⁴. As the authorities within ELWA have traditionally had lower recycling and composting performance than other Boroughs in London, authorities within ELWA will be required to implement the high priority proposals first to ensure that their targets are met. In comparison, authorities starting from a higher baseline level, are expected to have many of the high priority proposals in place and will need to implement proposals with a medium or low priority to meet their targets.

C.19 Thames Gateway

In Barking Riverside, an additional 10,800 new homes will be built as part of the Thames Gateway regeneration project. Furthermore, the new housing will require a whole set of infrastructure to support it, from improved transport links to schools and retail facilities.

The population growth is a key driver for change since landfill reduction targets have been set irrespective of population growth and the rising landfill tax means alternatives must be found. It is imperative that waste generated by the new housing is minimised as much as possible and that value is recovered from waste generated in the form of recycling, composting or energy use.

Local Policies

C.20 Community Strategy

Barking and Dagenham's Community Strategy '*Building Communities Transforming Lives*' (2004) sets out a framework that aims to make the Borough a better place to live, work and spend leisure time. It is the Council's core document. This strategy contributes directly to 4 Community priorities:

- *Making Barking and Dagenham Cleaner, Greener and Safer* — By promoting waste prevention and recycling, this strategy will make a substantial contribution to making Barking and Dagenham a cleaner and greener Borough.

(13) GLA (2003), Rethinking Rubbish in London: The Mayor's Municipal Waste Management Strategy.

http://www.london.gov.uk/mayor/strategies/waste/docs/wastestrat_all.pdf

¹⁴ The Implementation Plan in Chapter 5 of the Mayor's Strategy sets out the level of priority of proposals.

- *Regenerating the Local Economy* — By supporting social enterprises and businesses involved in recycling, this strategy help generate jobs in the area. Furthermore, by formulating a refurbishment and reuse policy for the Council's obsolete office equipment, and by implementing a green procurement code across Council activities, this strategy will help create business opportunities for local firms and organisations and foster demand for recycled goods. The strategy also outlines ways in which the Council will work with local businesses to help them cut costs by reducing waste.
- *Raising General Pride in the Borough* — By participating in waste prevention and recycling scheme, residents are more likely to form a positive perception of their environment. The increased number of bring banks, the improved Reuse and Recycle Centre at Frizlands Lane and the planned Community composting projects will provide visible focus points for positive change within the Borough.
- *Developing Rights and Responsibilities within the Local Community* —through the awareness and education campaigns it proposes, this strategy aims to change people's attitudes to waste and engender a sense of Community ownership of waste issues in the Borough.

C.21 Relevant Council Policy

A number of the Council's existing strategies and policies have consequences for sustainable waste management. These documents include:

- Environment Policy
- Unitary Development Plan
- Housing Strategy
- Local Neighbourhood Renewal Strategy
- 2020 Vision
- Barking and Dagenham – An Urban Renaissance (Regeneration Strategy)
- Barking and Dagenham Economic Development Strategy
- Green Procurement Implementation Plan
- Capital Investment Strategy

Local Development Framework is the key future document of importance.

IMPLICATION OF LATS AND WASTE GROWTH PROJECTIONS

This Annex was compiled from data taken from the ERM technical report provided to Barking and Dagenham for the development of this strategy. It provides detail on the implications of LATS for the Council (see *C.4 for an explanation of LATS*). It also details several waste growth projections in the Borough.

D.1 Implications of LATS for Barking and Dagenham

The table below shows Barking & Dagenham's allowances if the ELWA allowances are divided between the four constituent Boroughs based on percentage of municipal waste they represent out of total ELWA municipal waste. The implications of the allowances will be dependent on how fast waste grows. The responsibility of meeting LATS is on the Waste Disposal Authority (ELWA).

Table D 1: Barking & Dagenham's BMW Allocation (source ERM)

Financial Year	Allocation (tonnes of BMW)
2005/06	72, 178
2006/07	68, 666
2007/08	63, 983
2008/09	58, 129
Target Year 2010 (2009/10)	51, 105
2010/11	45, 416
2011/12	39, 728
Target Year 2013 (2012/13)	34, 039
2013/14	32, 579
2014/15	31, 119
2015/16	29, 659
2016/17	28, 199
2017/18	26, 739
2018/19	25, 279
Target 2020 (BMW)	23, 819

Note: Barking & Dagenham's targets are based on its percentage (approx. 24%) of ELWA's MSW arising in the LATS base year 2001/02.

Table D2 What LBBD needs to do to achieve its portion of LATS in 2005/6 (source ERM)

2005/6	Tonnage
Municipal Solid Waste ⁽¹⁾	107,200
Biodegradable MSW ⁽²⁾	72,900
BMW permitted to landfill ⁽³⁾	72,200
BMW to divert ⁽⁴⁾	700
Diverted in 2003/4 ⁽⁵⁾	5,400
Additional to divert	-

(1) assuming no growth in waste from 2003/4

(2) assuming 68% of total municipal waste is biodegradable

(3) 26% of ELWA's LATS (see above)

(4) Calculation from above

(5) includes paper, card, textiles (50%) and garden waste and includes material collected at RRCs.

(6) numbers rounded to 100 tonnes

If Barking & Dagenham is to achieve the proportion of LATS estimated above in table 2 in 2005/6, without the assistance of the Bio-MRF in this year, the Council will need to divert some 700 tonnes of biodegradable material (paper, card, textiles and garden waste) from landfill. In 2003/4 the authority diverted 5,400 tonnes of such material (including collections at RRCs). With no waste growth in 2005/6 the authority should therefore meet LATS in 2005/6.

If Barking & Dagenham achieves its 18% recycling target for 2005/6 and if the proportion of recyclables within the waste stream (amount of paper, card etc.) remains the same, the authority could achieve diversion of 9,000 tonnes. This would put the authority in a good position to accommodate waste growth and meet LATS the following year.

D.2 Waste Growth Projections

Forecasting the likely increase in waste arising within the London Borough of Barking & Dagenham is a key underlying assumption. At a national level, forecasts for increases in municipal waste arisings range from 2% to 3% per annum.

Work previously undertaken by Shanks East London suggested that the total waste arising in ELWA would be likely to increase by 5% per annum initially, decreasing to 0.5% in later years. Since that time, total waste arisings have been lower than anticipated and there have been changes in forecasted household growth. A number of scenarios have been examined for how MSW waste should be forecasted, these are:

- Scenario 1 - Static: forecast no growth in municipal waste arisings (static);
- Scenario 2 – Constant 3%: forecast municipal waste arisings based on a constant 3% increase per annum, in line with Waste Strategy 2000;
- Scenario 3 – Household Growth Only (including Thames Gateway): forecast household waste arisings based on household forecasts including Thames Gateway developments. Assume that non household municipal waste arisings remain static;
- Scenario 4 - Household Growth Only (excluding Thames Gateway): as above but excludes major Thames Gateway developments.
- Scenario 5 – ELWA Contract Estimate: forecast municipal waste arisings based on waste growth assumptions as set out in ELWA's IWM Contract with Shanks (which assumes a growth rate of 2% per annum until 206/07, from 2007/08 a growth rate of 1%, and from 2015/16 a growth rate of 0.5%); and
- Scenario 6 – High Forecast: forecast household waste arisings based on household forecasts including Thames Gateway developments and assuming waste growth per household grows at a high rate (2% pa). This scenario also assumes that non-household municipal waste arisings remain static.

These scenarios have been applied in table C. 3 to a baseline of 2003/04 total municipal waste arisings (134 500 tonnes). Arisings in 2003/04 were significantly lower than those in 2002/03 (140 000 tonnes), due largely to specific changes introduced at RRCs. 2002/03 therefore provides a more appropriate year's data on which to base future forecasts.

Table D.3 Forecasted Municipal Waste Arisings in Barking and Dagenham

	Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5	Scenario 6
Year	Static	Constant 3%	HH Growth Only (inc Thames Gateway)	HH Growth (exc Thames Gateway)	ELWA Contract Estimate	High Forecast (2% pa & Thames Gateway)
2004/05	107 200	110 400	107 900	107 500	109 400	109 800
2005/06	107 200	113 800	108 300	107 700	111 600	112 100
2006/07	107 200	117 200	108 700	108 000	113 800	114 500
2007/08	107 200	120 700	109 500	108 300	114 900	117 400
2008/09	107 200	124 300	110 300	108 500	116 100	120 300
2009/10	107 200	128 000	111 100	108 800	117 200	123 300
2010/11	107 200	131 900	111 900	109 000	118 400	126 400
2011/12	107 200	135 800	112 700	109 300	119 600	129 600
2012/13	107 200	139 900	113 000	109 600	120 800	132 300
2013/14	107 200	144 100	113 500	109 800	122 000	135 300
2014/15	107 200	148 400	114 000	110 100	123 200	138 300
2015/16	107 200	152 900	114 400	110 300	123 800	141 400
2016/17	107 200	157 500	114 900	110 600	124 500	144 500
2017/18	107 200	162 200	115 400	110 900	125 100	147 800
2018/19	107 200	167 100	115 900	111 100	125 700	151 100
2019/20	107 200	172 100	116 300	111 400	126 300	154 500
2020/21	107 200	177 200	116 800	111 600	127 000	157 900

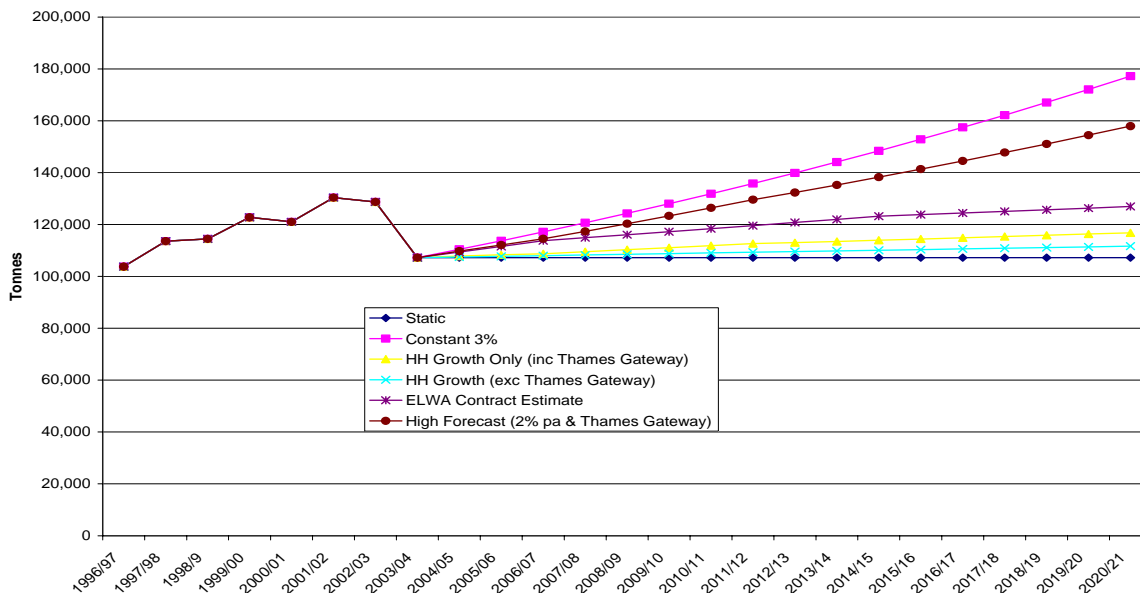


Figure D1 Forecasted municipal waste arisings in Barking and Dagenham (source ERM)

A precautionary approach would suggest that a no growth scenario would be inappropriate for the Borough. For the purpose of future plans, forecasts should be based on Scenario 5, as this scenario employs a moderate growth rate that declines over time. Scenario 3 generates similar waste arisings to Scenario 5, which considers household waste growth including predicted Thames Gateway developments.

OPTIONS FOR WASTE PREVENTION

E.1 Reducing Household Waste

This annex deals in detail with reducing the household waste stream, around 86% of municipal waste. Waste reduction is about looking beyond recycling and striving to change householder/consumer behaviour. The Council's role will be to educate people about how to reduce the waste they generate in their daily lives and initiate waste preventions schemes.

E.2 Opportunities for waste prevention in Barking and Dagenham

The Enviro Consulting report '*International Waste Prevention and Reduction Practice*'¹⁵ identifies four areas as potentially having the largest impact on waste based on analysis of UK household waste composition. These are:

- **Composting:** 30% of household waste may be reasonably composted at home. 76% of properties in the Borough are houses and a majority of those have gardens.
- **Nappies:** 8 billion disposable nappies each year in the UK, representing an estimated 3% to 4% of all household waste. One baby may use as many as 5,000 to 6,000 disposables in the few years in comparison with around 20 to 40 modern washable nappies.
- **Packaging:** According to the Industry Council on Packaging and the Environment (Incpen), 18%-25% of household waste is packaging waste. The Council does not have a large role to play in reducing packaging waste so it will not be a priority area.
- **Unwanted Mail and Newspapers:** Enviro estimate that un-requested junk mail accounts for at least 0.6kg per household per week, i.e. around 3% of household arisings.

According to Enviro, committed action in these four areas alone could lead to a reduction of 7% to 8% in household waste arising alone. While packaging waste is more difficult for the Council to influence, Composting, Junk Mail and Real Nappies are all waste prevention initiatives the Council can pioneer in the Borough.

E.3 Composting

Some of the benefits of home and Community in Barking and Dagenham are: helping to meet LATS targets and reduce collection and landfill/ treatment costs; reduced pollution — transport of waste to composting facilities and landfill gases; reduced use of peat-based composts and public engagement/ awareness rising of waste issues.

Home Composting:

An Action Plan on how to manage home composting will be needed to steer home composting schemes. The National Resource and Waste Forum (NRWF)'s '*Waste Prevention Toolkit*'¹⁶ provides a good step-by-step guide to setting up and running home composting schemes. Hands-on support for residents interested in composting will be the key to ensure people do not 'drop-out' due to lack of advice on how to compost successfully. The Council can join a campaign such as the Master Composter campaign run by the London Community Recycling Network. Master Composters are volunteers that are provided with training from London CRN to answer questions from residents on all

¹⁵ Enviro (2004), *International Waste Prevention and Reduction Practice*
<http://www.defra.gov.uk/environment/waste/wip/wastemin/enviros-wasteprevent.pdf>

¹⁶ NRWF (2004), Part B of the *Waste Prevention Toolkit* has a section on home and Community composting
http://www.the-environment-council.org.uk/templates/mn_template.asp?id=52

aspects of composting – from choosing the most suitable bin to what to do with your compost at the end, and everything in between¹⁷.

Food digesters, wormeries and grass cycling

The Council should consider promoting food digesters, wormeries and grass cycling in future campaigns. Food digesters are specialized compost bins partly buried in the ground. Wormeries are home composters with worms. Grass-cycling is very common in the USA although less so in the UK and requires frequent lawn mowing or a special type of mower.

Community composting

Community composting can be particularly appealing to residents in multi-occupancy dwellings, householders with small gardens or those who prefer not to manage their own compost. There are certain regulations covering composting, for example the Animal By-Product Regulations. The Council can aid Community composting project work through these issues.

The Community composting sector is very diverse. Projects range in scale from small groups working on allotment sites to social enterprises with Local Authority contracts providing kerbside collection services. The Council can conduct an audit of existing groups and networks that may be directly or indirectly linked to composting and disseminate information to them on Community composting.

Key sites that have been used for Community composting in various other Councils are allotments, publicly owned derelict land, parks, schools playing fields and farmland. The Council can identify sites from its own 'land' stock that can potentially be used by Community composting groups.

Furthermore, there is a wealth of information and resources Community composting groups can tap into. The Council can act as a central reference point for this information and help Community groups access volunteers and funding streams.

E.4 Real nappies

Launching a Real Nappy initiative in the Borough is feasible as there are a number of established nappy laundry services in London and Essex who could provide a real nappy laundry service to Barking and Dagenham residents. There is also scope in the Borough for setting up a local nappy laundry service through local non-governmental organisation Harmony House who runs a laundry service for low-income residents.

The main constraint is that the use of real nappies will have to be economically viable for families in the Borough. Case study example of successful schemes should be taken from London Boroughs with a similar socio-economic make-up as Barking and Dagenham.

The Barking and Dagenham Waste Prevention Action Programme can revisit the case for a Real Nappy campaign in the Borough in the middle to long term. Actions that the Council together with the Waste Prevention Action Group include: participation in the yearly Real Nappy Week (April each year); raising awareness of the benefits of using real nappies; providing free sample nappies for new mothers; and subsidies for washable nappy purchases or use of laundry services.

¹⁷ London CRN's Master Composting scheme http://www.lcrn.org.uk/programmes/compost_networks/composting/

E.5 Junk mail campaign

Britons receive 4 billion pieces of direct mail every year. Around a third of this is thrown straight in the bin. The benefits to the Council of a junk mail campaign would be reduced waste arisings and savings on disposal costs. The NRWF *Waste Prevention Toolkit Part C* provides a model for calculating the financial savings to Councils of such a campaign depending on participation rates.¹⁸ The main actions the Council or the Waste Prevention Action Programme in can take are:

- Make FREEPOST cards widely available for residents to send to the Mailing Preference Service (MRS) and have their names removed from most of the direct mailing lists;
- Advertise the MRS contact details widely;
- Provide residents with 'No Junk Mail Please stickers' for their letterboxes
- Take part in national campaign like the ones organised by Planet Ark

E.6 Reuse at home and in the Community

The possibilities for reuse at home range from reusing carrier bags to avoiding disposable products and using jam jars as storage containers. The Council can provide information through its website and other established means of communicating with the public on how to reuse at home. The Borough has a wide range of charity shops where residents and organisations can donate anything from books, clothes and toys to furniture and electrical goods. Local libraries in the Borough help to reduce waste by reducing demand for new books while repair shops extend the life span of many every day items.

There is scope in Barking and Dagenham for Community initiatives to play a greater role in reusing items that would otherwise be considered as waste. The Council can play an important role as a central point of reference for Community groups. It can:

- Provide information on funding opportunities, volunteers and training and help with applications
- Provide case study examples of existing Community initiatives, for example by making the Recycling Consortium's '*Community Waste Action Toolkit*' available
- Providing a link between different groups in the Borough who may wish to set up more coordinated schemes.

E.7 Waste aware shopping

Waste Aware Shopping is about encouraging people to think about the goods and packaging that they buy from a waste awareness perspective. It is also commonly referred to as "Smart Shopping" (Saving Money and Reducing Trash) or Informed Purchasing. Waste Aware Shopping, encourage through educational campaigns and working with retailers can affect purchasing decisions in three key areas:

- More durable goods (electrical, furniture, real nappies etc.);
- Fewer single use goods (such as disposable cameras, barbeques and nappies); and
- Goods that require less packaging (e.g. loose vegetables, bulk quantities)

¹⁸ NRWF (2004), *Waste Prevention Toolkit Part C*, pg C-34, Section 10: The Business Case for Marketing Waste Prevention' http://www.the-environment-council.org.uk/templates/mn_template.asp?id=52

Glossary of Terms

Best Value	Government programme to seek continuous improvement in service quality in the way in which Councils exercise their function
Biodegradable Waste	Any waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and cardboard
Bio-MRFs	Biological Materials Recycling Facility – A bio-MRF is a term for a combination of technologies that extracts recyclables (such as metals) from the refuse streams, biologically treats waste (through composting and drying) to reduce its biodegradability, and creates a fuel (RDF) for combustion.
Bring Site	Recycling site, where the recycler has to 'bring' their material to the site
Central composting	Large-scale schemes which handle kitchen and garden waste from households and may also accept suitable waste from parks and gardens
Civic Amenity Site	Sites operated by either the Waste Disposal Authority or the local waste authority where residents within a specified area can dispose of their household waste, in particular bulky waste, free of charge. The focus of these sites has changed to concentrate on reuse and recycling – see Reuse and Recycling Sites.
Clinical Waste	Waste which consists of human or animal tissue, bodily fluids, pharmaceuticals, sharps etc., and any waste arising from medical, dental veterinary and similar practices.
Commercial waste	Waste arising from premises which are wholly or mainly for trade, sport, recreation or entertainment.
Community sector	Including charities, campaign organisations and not-for-profit companies.
Energy recovery	The recovery of useful energy in the form of heat and/or electrical power from waste. Includes combined heat and power, combustion of landfill gas and gas produced during anaerobic digestion.
Fly-tipping	The illegal deposit of waste on land.
Green Industries	The business sector that produces goods or services, which compared to other, generally more commonly used goods and services, are less harmful to the environment.
Home Composting	Compost can be made at home using a traditional compost heap, a purpose designed container or wormery.
Household Waste	Includes waste from collection rounds of domestic properties (including separate rounds for the collection of recyclables), street cleansing and litter collection, beach cleansing, bulky waste collections, household clinical collections, garden waste collections, Civic Amenity wastes, 'bring' site waste.
Integrated Waste Management	Involves a number of key elements, including: recognizing each step of the waste management process as part of a whole, involving all key players in the decision-making process and utilizing a mixture of waste management options within locally determined sustainable waste management systems.
Kerbside Collection	Any regular collection of recyclables from premises, commercial or households. Excludes collection services on demand.
Landfill Sites	Areas of land in which waste is deposited

Municipal Solid Waste	This includes all waste under the control of Councils or agents acting on their behalf. It includes all household waste, street litter, waste delivered to Council recycling points, municipal parks waste and garden wastes, Council office waste, Civic Amenity waste, and some commercial waste from shops and smaller trading estates where Councils have waste collection agreements in place. It can also include industrial waste collected by a waste collection authority with authorization of the waste disposal authority.
Proximity Principle	Dealing with waste as near as practicable to its place of production.
Recycling	Reprocessing of waste, either into the same product or a different one.
Reduction	In the manufacturing process it involves the review of production processes to optimize utilization of raw (and secondary) materials and recirculation processes. It can be carried out by householders through actions such as home composting, reusing products and buying goods with reduced packaging.
Reuse	Can be practiced by the commercial sector with the use of products designed to be used a number of times, such as reusable packaging. Households can purchase products that use refillable containers, or reuse plastic bags.
Reuse and Recycling Centre	Civic Amenity sites which have changed their emphasis in operation from disposal towards reuse and recycling.
Self-Sufficiency	In relation to waste this means dealing with wastes within the administrative region where they are produced.
Sustainable Development	Development that can meet the needs of the present without compromising the ability of future generations to meet their own needs.
Sustainable Waste Management	Using material resources efficiently, to cut down on the amount of waste produced. Where waste is generated, dealing with it in a way that actively contributes to the economic, social and environmental goals of sustainable development.
Waste Hierarchy	The most effective environmental solution is reduce, followed by reuse and

IWMS INFORMATION

Information contained in this Annex has been extracted from "East London Waste Authority, 28 November 2005, Executive Director's Report". This information considers the whole ELWA region.

1. 2006/7 ABSDP

1.1. In accordance with the IWMS Contract, the ABSDP for 2006/7 is required to be approved by the Authority by the end of November.

1.2. Shanks East London submitted a first draft of the 2006/7 ABSDP to ELWA at the end of October. Following discussions, the final ABSDP now submitted by Shanks is summarised in this report.

1.3. The headlines for 2006/7 are that:

- Overall tonnages for disposal are down to 501,000 tonnes (from 527,000 in the 2005/6 ABSDP)
- Diversion from landfill is increased to 29% of total waste (19% in 2005/6 ABSDP)
- BVPI recycling is increased to 18% of total waste (16% in 2005/6 ABSDP)
- Overall costs are up 4.5% on the 2005/6 ABSDP but 3% of this is due to increases in Landfill Tax.
- 2006/7 is a key transitional year. The current waste disposal arrangements which are heavily dependent on landfill are being replaced by new waste disposal arrangements which utilise Bio-mrfs to reduce the dependency on landfill.

1.4. The main issue of concern to ELWA is that the overall recycling performance in 2006/7 proposed by the Contractor is forecast to be less than the required performance under the Contract. The required performance in the ABSDP under the Overall Service Delivery Plan is 22%. The forecast performance in the ABSDP for 2006/7 is 18%. However, it is to be noted that a further 2% of other recycling will be achieved which does not come within the definitions of the Best Value Performance Indicator (BVPI) for Recycling.

The 18% meets the Authority's statutory recycling target of 18% but is less than the average of the BVPI recycling and composting targets for the four Councils. The latter is the 22% and is known as the Pooled Target.

1.5. One reason for the difference is the delays experienced in obtaining the final planning approvals, including the resolution of all the detailed conditions attached to those approvals. As a consequence, the construction and operation of major facilities are running about 1 year behind the original Overall Service Delivery Plan approved in December 2002 and therefore during 2006/7 the waste disposal arrangements continue to be in transition.

1.6. Another reason for the difference is the lower than anticipated overall levels of waste, particularly at the Reuse and Recycling Centres (RRC). The reduction in the RRC waste compared to that in the original model is approximately 50%. The recycling that could have materialised from this extra waste could have been equivalent to an

addition of 5% to the overall recycling rate. The reduced waste levels have however produced a financial saving to ELWA and the Constituent Councils.

1.7. The Constituent Councils in conjunction with ELWA and Shanks have introduced, and are continuing to introduce, a number of initiatives to offset some of the impact caused by the delays and by lower waste volumes. However, recycling performance continues to be heavily dependant upon the infrastructure put in by Constituent Councils for doorstep collections. Performance consequentially varies across ELWA. Most Council's have made significant steps in this respect. The specific initiatives included in the ABSDP 2006/7 recycling assumptions are:-

- Newham's extension of their separately collected orange bag scheme to 20,000 households by April 2006,
- Havering and Redbridge extension of their green waste schemes

1.8. The composite effect of the new initiatives and the completion of the transition to new facilities should result in overall recycling performance exceeding 22% by 2008/9.

2. ELWA's Main Objectives and the Pooled Target

2.1. The Contract was let to achieve two main objectives. The first main objective was to reduce the amount of waste being sent to landfill. In 2006/7 130,000 tonnes (29% of total waste) will be recycled or diverted from landfill. This is an increase over the 2005/6 ABSDP (100,000 tonnes) and is in excess of the diversion performance of 25% required under the Contract in 2006/7. Future years will show even greater landfill avoidance as the Bio-mrfs are commissioned.

2.2. The second main objective was to achieve average BVPI recycling and composting targets of the Constituent Councils. Defra approved this 'pooled' target of 22%, recognising that the facilities were being built for the whole ELWA area. As explained above the ABSDP 2006/7 forecasts an average recycling performance of 18%, a shortfall of 4% against the pooled target. On current projections the average recycling performance across the area will rise to 23% by 2008/9 which would slightly exceed the pooled target of 22%.

2.3. Since 2002, when the Contract was signed, subsequent Defra Ministers have put increased emphasis on the Constituent Councils meeting their individual recycling targets (as opposed to the average or 'pooled' target originally agreed by the Department). This is putting different pressures on the project, primarily to bring forward recycling performances prior to the infrastructure being completed. Defra's move away from the ELWA 'pooled' target towards individual Borough targets was one of the points included in a recent letter to Ben Bradshaw MP approved by Members at the last meeting.

2.4. The ELWA Management Board considered the pressure being created by the increased emphasis on individual Council recycling targets again on the 14th November and concluded that the following steps should be taken:-

- i) closer dialogue between the ELWA Management Board and Shanks East London;
- ii) Shanks to take a more pro-active approach to recommending new initiatives to the Boroughs including alternative proposals to meet the contractual recycling targets in the transitional years;

- iii) improved communication between ELWA to the Constituent Councils to explain the value-added by the IWMS contract;

3. Implications for Landfill Allowances

- 3.1. The financial year 2006/7 will be the second year of the Landfill Allowances Trading Scheme (LATS) introduced by the Government to control the amount of biodegradable municipal waste being sent to landfill.
- 3.2. ELWA has Landfill Allowances for 286,760 tonnes of municipal biodegradable waste. Landfill in excess of this figure could require the purchase of additional Landfill Allowances, at market price, from other Councils.
- 3.3. The Bio-mrf process within the Shanks IWMS Contract is helpful in respect of LATS because it:-
- Reduces the biodegradability of the waste, and
 - Produces a potential product suitable for use as an energy source.
- 3.4. In 2006/7 the ABSDP suggests that the amount of biodegradable waste land filled is likely to be less than ELWA's Landfill Allowance and therefore ELWA should have some excess Allowances to trade or carry forward to future years.

Constituent Councils:- Analysis of Recycling Performance in the ABSDP for 2006/7

DESCRIPTION	BARKING & DAGENHAM	HAVERING	NEWHAM	REDBRIDGE
Contract Waste (tonnes)	105,035	136,269	138,020	122,691
Total household Waste (tonnes)	95,157	121,993	119,815	109,943
Projected Primary Recycling in ABSDP (%)	20%	24%	11%*	19%*
BVPI Target (%)	18%	27%	18%	21%

* Performance will increase in 2007/8 when the second Bio-mrf is commissioned at Jenkins Lane.

DRAFT HEADLINE STRATEGY FOR ELWA'S JOINT MWMS

Joint Municipal Waste Management Strategy for the East London Waste Authority Area

Headline Strategy and Statement of Policies as required under the Waste and Emissions Trading Act (2003) S32

This strategy sets out how East London Waste Authority together with London Boroughs of Barking and Dagenham, Havering, Newham and Redbridge intend to manage municipal solid waste.

Our vision is:

“To provide an effective and efficient waste management service that is environmentally acceptable and delivers services that local people value”

Our objectives are to:

(i) Provide reliable and achievable services in terms of managing and disposing of the waste

(ii) Provide services that are environmentally and economically sustainable in terms of:

- *Encouraging waste minimisation initiatives*
- *Seeking to maximise waste recycling and composting opportunities potentially supported by energy recovery*
- *Meeting national recycling and recovery targets whilst recognising regional waste strategies*
- *Complying with legislation on waste management*
- *Contributing to local economic development*

(iii) Help promote the most cost effective delivery of services

(iv) Ensure that the services shall be sufficiently diverse and flexible and not dependent upon a single method of waste treatment

(v) Reduce biodegradable waste land filled in order to meet the requirements of the Waste and Emissions Trading Act

Our joint targets are:

- *To stabilise or reduce the level of waste generated to below 515 kg per year per head of population.*
- *To achieve and where possible exceed, statutory recycling and composting standards (See box 1)*
- *To recycle or compost 25% of our waste from April 2005, 30% from April 2010, and 33% from April 2016*
- *To divert from landfill 40% of waste from April 2007, 45% from April 2010, 67% from April 2015*

- *To reduce biodegradable municipal waste sent to landfill to below 210,000 tonnes per year from April 2009, 140,000 tonnes per year from April 2012 and 100,000 tonnes per year from April 2019*
- *To find the best methods to serve all households with a recycling collection of at least four materials by 2008*

We will achieve this by working in partnership across the Councils, with our contractors and with other stakeholders, putting in place incentives to achieve targets where we can. Annex B provides action plans for how we will achieve the aims and targets. The strategy review process conducted in 2005 indicated that we should focus on increasing recycling, improving the efficiencies of the Bio-MRF plants and on investigating advanced thermal treatments of residual waste.

The strategy has been prepared in consultation with the public and with stakeholders and takes account of government guidance and the Mayor of London's current Municipal Waste Management Strategy. It will inform the joint waste planning framework for the four Constituent Councils.

This strategy will be kept under review including issues resulting from the review of the National Waste Strategy or the Mayor's Municipal Waste Management Strategy.

Statutory targets

Box 1 Statutory Performance Standards for Household Waste Recycling & Composting

Authority	2005/6	2007/8	*Defra's preferred option as set out in Defra (2005) Consultation Paper Options for Local Authority Statutory
Barking & Dagenham	18%	18%*	
Havering	18%	27%	
Newham	18%	18%*	
Redbridge	21%	21%	
East London Waste Authority	18%	18%*	

Performance Standards on Recycling and Composting in 2007/8 is for these authorities to achieve 20% recycling and composting of household waste